

City of De Pere Comprehensive Plan

February 28, 2000

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**CITY OF DE PERE COMPREHENSIVE PLAN
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De Pere Comp Plan 2000 - 2020

INTRODUCTION

The City of De Pere last prepared a comprehensive plan in 1982, and prior to that adopted its first plan in 1974. This 2000-2020 comprehensive plan seeks to build upon the successful goals of past plans and to look twenty years into the future to anticipate the needs of De Pere during that period. Community Development Systems, a division of Martenson & Eisele, Inc. of Neenah, was retained to assist the City and the Land Use Planning Steering Committee which provided leadership in the development of this document. The Comprehensive Plan is comprised of three phases that are an inventory phase, a needs-vision phase, and the plan and implementation phase. During its development, and prior to adoption, the plan was reviewed by the Plan Commission and discussed at public informational meetings. The comprehensive plan is intended to meet the community planning guidelines established by various agencies of the State of Wisconsin and the Brown County Regional Planning Commission.

The City of De Pere is located in the central area of Brown County, Wisconsin, and straddles the Fox River. It has common borders with the Villages of Ashwaubenon and Allouez, and the Towns of Lawrence, Rockland, and Ledgeview. The City encompasses a land area of approximately 10.53 square miles or nearly 6,740 acres.

U.S. Highway 41 and State Highways 32 and 57 in De Pere provide the major transportation links to the Green Bay Urbanized Area. Other important transportation routes in De Pere include County Highways G, EE, F, X, and PP and a main track of the Wisconsin Central Railroad. The Austin Straubel International Airport complex is located about six miles northwest of the City.

History

De Pere is one of the oldest communities in Wisconsin and was the site of one of the earliest Catholic missions in the west. Father Claude Allouez established a mission at De Pere rapids on the Fox River in 1671. De Pere

was an important trading post for the Indians and trappers of the area. Father Jacques Marquette passed through the mission at De Pere prior to his journey of discovery to the Mississippi River and wrote his report on the expedition at De Pere.

William Dickinson of Vermont platted the original village of De Pere on the east side of the river in the 1830s and formed the Fox River Hydraulic Company to take advantage of the water power. Randall Wilcox built the first dam across the Fox River at the De Pere rapids in 1836-37. This led to De Pere's emergence as a manufacturing and lumber industry center in northeast Wisconsin. Around 1850 a bridge was constructed across the Fox River and the settlement of "West" De Pere began. Dr. Louis Cardin platted the development on the west bank of the river and soon competition between "east" and "west" De Pere grew strong.

When the City of Green Bay was incorporated in 1854, the county seat was moved there from De Pere where it had previously been located since the mid-1830s. East De Pere was incorporated as a village in 1857. Major fires destroyed many of the industrial and commercial buildings in De Pere during the 1880s and set back hopes of the community becoming the dominant manufacturing center on the Fox River. This contributed to the incorporation of the present City of De Pere that spanned the river in 1889. The Shattuck and Babcock Company, then the world's largest paper company was established in 1891. The owners were two of the four founders of Kimberly-Clark Corporation. In 1898 St. Norbert College was founded by Rev.

Figure 1
[De Pere Location Map](#)

B.H. Pennings, O. Praem. Originally founded as a seminary for training of priests, the abbey quickly outgrew that role and became the first college in Brown County.

Population and Housing Trends

The City of De Pere has grown by approximately 5,000 people or about 34% over the past 20 years (see Table 1 below). In 1998, the Wisconsin Demographic Service Center estimated the population at 19,511 and it is expected to top 20,000 in the year 2000. De Pere has the second largest population of any municipality in Brown County behind Green Bay, which has about 103,000 residents. Since 1970, Brown County has grown by 57,000 persons to about 215,000 reflecting a growth rate of about 36% during the past 20 years.

Table 1

Population and Housing Trends

City of De Pere Population Trends

<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>1998</u>
10,045	13,309	14,892	16,594	19,511
+23.3%	+32.5%	11.9%	11.4%	17.6%

City of De Pere Housing Trends

2,635	3,447	4,792	,9495	7,910
	+30.8%	+39%	+23.9%	+33.2%

Population Per Household

3.81	3.86	3.11	2.79	2.47
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Demographic Characteristics

- The median age of De Pere residents is currently 33 years and the average age is 35 years. About 12% of De Pere's population are aged 65 or older, which is slightly higher than Green Bay and Brown County, and the Fox Cities where the number is 11%.
- The population distribution curve for De Pere indicates a large number of persons aged 18-20 which reflects the presence of students at St. Norbert College. The curve shows a gradual increase in school-aged children in the upper grades, but potential for a significant increase in elementary-aged enrollment during the next 5 years. See chart.
- Approximately 54% of the population are married and another 13% have been previously married.
- The racial makeup of the De Pere population is predominantly white (98.3%)
- There are approximately 12,843 employed persons living in De Pere or about 65% of the population.
- Of those employed, approximately 59.5% are in professional, technical or white-collar jobs, 13.6% are in service jobs, and 26.9% are in manufacturing or blue collar positions.
- Of the 7,910 households in the City about 30% are households with children.
- Of the occupied households in De Pere, 67.6% are owner occupied and 32.4% are renter occupied. Approximately 97% of all available housing units are occupied.
- The owner occupied housing units range in value from less than \$25,000 (17

homes) to over \$500,000 (21 homes). The median value of a home in De Pere is currently \$107,200 according to the City Assessor and the average value of a home is \$119,983.

- The average household income in 1998 was \$58,494 and the median household income was \$48,435.
- The 1990 Census indicated that the average number of automobiles per household in De Pere was 1.73 vehicles.
- The typical household had two persons employed who drive a car to work taking from 10 to 29 minutes to commute. Since very few had a journey to work longer than 29 minutes, this suggests that most De Pere workers are employed in the De Pere-Green Bay community.
- More than 85% of De Pere residents aged 25 and over are high school or college graduates. Almost 47% of De Pere residents aged 25 and higher have attended college or are college graduates.
- Of the housing stock in De Pere, 70% is single family detached or condominium single family attached, almost 11% are duplexes, 17% are multiple family, and the remaining 2% are various other types. There are 2.46 single family units for each multiple family dwelling unit.
- More than 25% of all housing units in the city have been built since 1990. Similarly about 25% of the housing units are older than 50 years. This suggests opportunities for housing rehabilitation and preservation.

Figure 2

De Pere Population Distribution 1999

Economic Growth

The property valuation in De Pere has increased steadily over the years at an average annual rate during the 1990s of over 8%. While some of this growth is attributable to inflation, a significant amount of new growth in tax base has taken place in recent years primarily in the De Pere Business Park south of Scheuring Road on the city's southwest side. During the past ten years the equalized value of all taxable property in De Pere has increased by approximately \$535 million dollars more than doubling the 1988 value of a little over \$414 million. De Pere's value is expected to top one billion dollars in 1999. In the past decade, De Pere's value has increased on average by about \$50 million each year.

Table 2

De Pere Equalized Property Value Increase

1988-1998

Year Eq. Value	% Change

1988	\$414,573,000	
1989	\$428,300,000	3.31%
1990	\$454,491,200	6.12%
1991	\$483,934,500	6.48%
1992	\$540,151,400	11.62%
1993	\$605,976,600	2.19%
1994	\$672,015,600	10.90%
1995	\$749,481,000	11.53%
1996	\$821,749,300	9.64%
1997	\$878,723,400	6.93%
1998	\$949,300,900	8.03%
Annual Average \$53,472,790		8.67%

Figure 3
[De Pere Property Valuation 1988 - 1998](#)

De Pere Comp Plan 2000 - 2020

EXISTING LAND USE

In the City of De Pere substantial changes have occurred in the existing land use patterns since the Comprehensive Plan was prepared in June 1982. A significant amount of that change can be attributed to nearly 1,100 acres of land that has been annexed into De Pere since 1980. Most of that annexed acreage has come from the neighboring Town of Lawrence. The primary growth areas have been in the southwest portion of the City along the Fox River and the U.S. Highway 41 Corridors; and to the east and southeast along such major transportation routes as State Highways 32 & 57, Chicago Street (CTH "G"), Ridgeway Drive, Libal Street, Jordan Road, Charles Street and Desplaine Road.

Development patterns and land use changes for the most part in the past 17 years has been concentrated in the areas of residential, commercial and industrial development. There have been minor changes in the land use classifications of community facilities, parks, recreation, conservancy and utilities. However, vacant and undeveloped land still constitutes the largest land use acreage category in the community. As of 1999, the City of De Pere encompasses a land area of 6,737.9 acres, or 10.53 square miles of area. By contrast, in 1990 the City had 5,819 acres of land within its corporate limits, compared to a total acreage of 5,642.4 acres in 1980. Within the time frame of 19 years, De Pere's municipal boundaries have grown by 19.4 percent.

This section of the De Pere Comprehensive Plan is intended to provide a description of the existing land uses and trends that are occurring throughout the community. Resources utilized to analyze the changing land use patterns included the following; City of De Pere Comprehensive Plan (June 1982), prepared by the Brown County Planning Commission, Brown County Year 2020 Land Use and Transportation Plan (1994-1995), prepared by HNTB Consultants, City of De Pere Planning Department, and Community Development Systems Planning Consultants, consultant for De Pere's 1999 Comprehensive Plan Update. The City of De Pere Existing Land Use Map, Figure 4, and the Existing Land Use Acreage comparison found in Table 3, highlight the land use changes and trends occurring in the community. This information was collected and updated in February and March of 1999.

Residential Development

Key Findings:

- Residential development accounts for 1,762.9 acres in De Pere, which represents 54.7 percent of the developed acreage in the City.
- Single family development accounts for 1,468.9 acres, or approximately 83 percent of the residential acreage in De Pere.

As stated previously, existing residential development is the dominant land use found in De Pere as 54.7 percent of the developed acreage is used for residential purposes. This segment of the plan will describe the key components of single family, two-family and multi-family residential development found in the City of De Pere.

Figure #4

[Existing Land Use Map](#)

Table 3

[Land Use Acreage Comparisons](#)

City of De Pere

Land Use Acreage Comparisons

Sources: 1982 City of De Pere, Wisconsin Comprehensive Plan
1990 Brown County Planning Commission Land Use Data
1999 Community Development Systems Land Use Inventory (March 1999)

Note: Some land use acreage may be adjusted in the final report based on revised estimates.

Single Family Residential: In De Pere, single family residential development can best be described as a mixture of older established neighborhoods, mature residential subdivisions, recently developed single family subdivisions, and a number of residential subdivisions that are currently under development (infrastructure and new houses), or will be developed in the

near future once utilities are installed to service the new subdivisions.

The older well established single family neighborhoods include the area bordered by Main Street, Ninth Street and the Wisconsin Central Railroad. These homes are typically two story with detached garages and minimum lot frontages. Some houses have been converted to upper and lower flats (two-family units) and thereby creating rental units in the neighborhood. Two other neighborhoods with similar characteristics include the developed area east of Fort Howard Avenue and south of US Papers; and the single family homes located along Third and Fourth Streets south of the St. Norbert College Campus and the Main Avenue / Reid Street Business District.

Other older and well-established single family neighborhoods include the area bordered by Broadway, the St. Norbert Abbey, Webster Avenue, and north of Merrill Street. These neighborhoods have been well maintained and can be characterized by narrower streets and large mature trees in yards and along the street terrace. (However, over the years these neighborhoods have experienced some encroachment from the Broadway and George Street commercial centers.) In addition, there has also been the conversion of older homes to two family units, and the development of several apartment buildings within the established neighborhoods.

Newer, but mature single family subdivisions can be found in the area located east of Ninth Street, south of Grant Street, on either side of Suburban Street and north of Scheuring Road (CTH "F"). These subdivisions typically have larger lots with more street frontage, a mixture of housing types with the one story ranch home being very popular. Other subdivision amenities typically include curb & gutter, storm sewers, terrace trees, sidewalks, paved asphalt or concrete streets, street lighting and underground utilities. The residential area around West De Pere High School has a considerable number of duplexes; otherwise, almost all remaining housing units would be classified as single family.

Similar subdivisions to those just described would include the area east of Webster Avenue, south of Le Brun Road, west of Desplaine Road, and north of Chicago Street (CTH "G"). Most of these subdivisions feature the same amenities described in the previous paragraph, but also contain a number of cul de sacs and curvilinear streets. Additional subdivisions of this type can also be found on either side of Jordan Road as it extends to the southeastern city limits.

Areas where new single family residential subdivisions are being developed include the Lawrence Drive and Red Maple Road vicinity; the Hopf Lane and Lost Dauphin Road (CTH "D") area, the East River Drive area, and the Saddlebrook Lane area that borders the Town of Ledgeview. The only area that has some rural residential development is along Lawrence Drive and Creamery Road in the southwestern part of the community, where land was recently annexed into the City of De Pere.

Two-family Residential: Overall, two-family residential development accounts for 178.6 acres of developed land, or about 10 percent of the residential land total in De Pere. The two-family homes or duplexes as they are commonly called, represent a mixture of old and new

units. Typically, the older units are converted two story single family homes with a lower and upper flat for rent. The newer duplexes are usually one-story or two-story units located side by side, with the garages separating the living units. In the City of De Pere, most duplex developments have provided a land use buffer between single family residential subdivisions, and nearby multi-family units, commercial or industrial developments.

As shown on the Existing Land Use Map, Figure 4, two-family residential development is concentrated in several areas throughout the City. Land bordering the Town of Ledgeview along Desplaine Road has been developed with duplexes (82 units), which provides a buffer for future duplex development in the Town. Duplexes have also been developed on Manitowish Place, Smits Street, O'Keefe Road, Robin Street and Briarwood Court. A considerable number of duplexes have also been developed on Good Hope Road and St. Bernard Drive (to buffer the former Wisconsin Central Limited Railroad right-of-way).

Other areas where duplexes are concentrated include the developed land between Terry Lane and the Wisconsin Central tracks, along Scheuring Road, and Mollies Way, just west of West De Pere High School. A total of 76 units have been constructed around Mollies Way and the adjoining streets to buffer the single family homes from the high school. Additional two-family homes can be found along Patriot Way, Patrick Henry Avenue, and Ninth Street north of Fire Station No. 2.

The remaining area with a concentration of duplexes is the developed land between Ninth Street and Lawrence Drive. These two-family units provide a buffer from the highway commercial development that fronts along Lawrence Drive and backs up almost to Ninth Street. East of Ninth Street is almost exclusively single family homes except for the West De Pere Middle School site and two other school sites as shown in Figure 4. Between Ninth Street, Franco Court, and Crown Court, a total of 134 duplex units have been constructed. Based on the existing 1999 land use inventory, De Pere appears to have an adequate supply of duplex lots for the foreseeable future.

Multi-Family Residential: The remaining residential land use category in De Pere is classified as multi-family. This land use classification includes apartments, condominiums, and a mobile home park. Overall, multi-family housing accounts for 115.3 acres of developed land, or 6.5 percent of the residentially developed land in the City. Some of the largest multi-family development projects are located along Ridgeway Drive between Libal Street and East River Drive. The multi-family in this area has a mixture of apartment units and condominiums that have been developed in the past 10 to 15 years.

Other apartment developments can be found along Broadway Street, South Erie Street and Cook Street. A small apartment complex was also built on St Bernard Drive and mixed with the existing duplex units to provide buffering from the railroad tracks. Several apartment buildings and condominiums have been constructed west of Broadway Street over the years to take advantage of the Fox River and Voyageur Park vistas.

The Brown County Housing Authority has developed another major elderly apartment

complex at Ninth and Park Streets. Several of the rental units have been constructed as one story structures and developed around cul-de-sacs to blend in with the adjacent single family homes. Additional multi-family units are located along Ninth and Tenth Streets, as well as Scheuring Road, just north of the De Pere Business Park. A 144 unit senior housing development is currently under construction as part of the west side CBD Redevelopment Project. The mobile home park which contains approximately 40 units, is located between Lost Dauphin Drive, the Wisconsin Central tracks and the south side of Terry Lane. The mobile home park is in need of upgrading from the standpoint of newer units, improved streets, lighting and landscaping.

Overall, the City of De Pere has a very limited choice of sites and vacant property where future multi-family units could be developed.

Commercial Development

Key Findings:

- The 221.3 acres of commercial development represents 6.9 percent of the developed land in De Pere.
- Since 1980, 44.6 acres of additional commercial development have taken place in De Pere, which represents an increase of 25.2 percent.

Commercial development in the City of De Pere can best be characterized as a mixture of downtown business uses, neighborhood businesses, highway commercial uses and scattered commercial sites. Streets that service the business and commercial development in the City are Broadway, George, Main Avenue, Ninth, Lawrence Drive and Scheuring Road.

The focal point and identity for any community today is the Downtown Business District. In De Pere, there are two developed commercial districts that share this distinction. Broadway and George Streets east of the Fox River, and Main Avenue and Reid Street west of the Fox River, are both considered to be part of De Pere's Downtown Business District, linked by the Claude Allouez Bridge. Overall, the downtown can be described as a center for retail businesses and professional services that are anchored by banking and financial institutions, as well as the ShopKo Store. The downtown is also "home" to many specialty shops, restaurants, bar and grills, real estate offices, accountants, dentists, doctors and law offices. Over the years, the City has also developed several municipal parking lots to compliment the private parking spaces available.

The developed area that is serviced by Main Avenue, Lawrence Drive and Ninth Street represents the most concentrated area of commercial development in the City outside of the Downtown Business District. This commercial area is a combination of highway-related services and traditional neighborhood services. The new U.S. Post Office for De Pere is also located on Ninth Street, just south of the Main Avenue intersection. Very few sites remain in this area to accommodate future development.

Other commercial clusters and business uses can be found along Business Highway 41 and Ashland Avenue, Fort Howard Avenue, Red Maple Road, and Chicago Street. Most of these

scattered clusters provide some form of professional services such as medical clinics, auto repair, and used car sales. The Aurora Health Clinic on Chicago Street is a newer commercial development that occupies a sizeable land parcel.

Industrial Development

Key Findings:

- Industrial development accounts for 590.9 acres of developed land, which represents 18.4 percent of the developed acreage in De Pere.
- The De Pere Business Park located along Scheuring Road has 320.6 acres developed for industrial uses, which accounts for 54.3 percent of all the developed industrial property in the City.
- The East Side Industrial Park has approximately 180 acres developed which accounts for 30.5 percent of the developed industrial property in the City.
- Since 1980, the percentage of additional industrial development in De Pere has increased by 132.8 percent.

Industrial development in the City of De Pere has either been located along the Fox River, the railroad tracks, major transportation routes, or concentrated within the De Pere Business Park or the East Side Industrial Park. There are very few industrial sites in the City that are not found at one of these locations.

The Nicolet Paper Company and US Paper Mills are the major industrial land uses along the Fox River. These well-established companies are located on the west bank of the river and occupy considerable acreage as shown on Figure 4, Existing Land Use Map. The De Pere Foundry by contrast, is located along the Wisconsin Central Limited Railroad Tracks with access from Sixth Street. The older industrial use is situated just north of the De Pere Municipal Services Building. Two large industrial uses with outside storage can be found south of Red Maple Road along Richco Road and Silver Maple Lane. Richco Structures, Inc. which occupies a rather large tract of land in this area, is a major supplier of wood trusses and other building components to the home and commercial building industry in the Fox River Valley Area.

The De Pere Business Park represents a quality and well-planned industrial development within the community. Located near the interchange of U.S. Highway 41 and Scheuring Road (CTH "F"), the business park was planned in the early 1980's, with subsequent infrastructure improvements, and development starting in the mid to late 1980's. In 1999, all lots have been sold and the Park and will be built out within several years. Major park anchors include the Shopko Distribution Center, Schreiber Foods, Leicht Warehousing and Distribution Center, Fox River Fiber, Green Bay Packaging and Humana Health Care Corporate Insurance Offices. The De Pere Business Park has developed into a destination and employment center for the Brown County Urbanized Area. More land will be needed to expand this successful business park in the very near future.

The East Side Industrial Park represents the second largest concentration of industrial development in the City. As shown in Figure 4, the industrial park represents a large

triangular parcel of land with Rockland Road serving as the southern boundary, State Highways 32 & 57 as the western boundary, and County Road “PP” as the eastern boundary of the park. Although 180 acres of land have been developed within the park, there is still approximately 100 acres that is available for future industrial development.

During the planning period (2000-2020), the State of Wisconsin, the Brown County Highway Commission and the City of De Pere will be finalizing plans for the new South Bridge over the Fox River. With construction approximately 10 to 15 years away, this new bridge and highway route may provide the impetus needed to generate additional development within the park.

Community Facilities and Schools

Key Findings:

- Community facilities and schools comprise 443.8 acres of developed land in De Pere, which represents 13.8 percent of the developed land community-wide.
- St. Norbert College occupies a total of 185.3 acres, which accounts for 41.8 percent of the land area categorized as community facilities and schools.
- There are a total of 12 school sites located within the city limits of De Pere, including St. Norbert College.

For ease of presentation and discussion, Community Development Systems combined several land use categories into the community facilities and schools heading. In addition to St. Norbert College, the De Pere Public Schools, the West De Pere Public Schools, churches and parochial schools; and all City of De Pere facilities were included in this category.

When combined, the government facilities and 11 school sites account for 258.5 acres of developed land in the City. The largest land total can be attributed to the two school districts that own a total of 147 acres. More detail on the school facilities will be provided in the Community Facilities Section of the comprehensive plan. The City of De Pere has the next largest land acreage to accommodate such facilities as the City Hall, Public Safety Building, Fire Station No. 2, Municipal Services Center, the City Compost Site, and the Wastewater Treatment Plant. The largest owned city site is the Wastewater Treatment Plant that occupies 23 acres.

Other land uses within this combined category include the De Pere Post Office, churches and several cemeteries. There are several churches and the Mount Olivet Cemetery that occupy the largest acreages in this land use classification.

Parks, Recreation and Fairgrounds

Key Findings:

- The De Pere City Parks and the Brown County Fairgrounds provide a total of 172.4 acres of land for recreational purposes, which represents 5.3 percent of the developed land area in the City.

- The City of De Pere operates a total of 19 parks and also maintains several trails and conservancy areas.

The City of De Pere has a very extensive park, recreation and open space system to serve the citizens of the community. In the Community Facilities Section of the comprehensive plan, further characteristics and details of the city park system will be presented. The parks in De Pere occupy a total of 123.6 acres of land, with Voyageur Park, Legion Park, Jim Martin Park and V.F.W. Park being amongst the largest facilities in the system. In 1999, the V.F.W. Park will experience the most dramatic use change as the new De Pere Community Center is constructed in the eastern portion of the park. Additional area in the park will also be used for parking. Other major park and recreation projects that are targeted for development in the next several years are the East River Parkway and the former Wisconsin Central Railroad right-of-way conversion to a hiking and biking trail between Wrightstown and Green Bay. Once developed, these facilities will provide additional acreage and recreational activities for residents of all ages.

The Brown County Fairgrounds and De Pere Ice Center represent unique recreational land uses in the community. The site has over 50 acres of land that is used for recreational activities including the County Fair, camp area and a boat ramp. Located between Fort Howard Avenue and the Fox River, the site is used extensively throughout the year.

Looking to the future, the City prepared a 5-Year Park, & Outdoor Recreation Plan in March 1998 to gain eligibility for state and federal grant funding. The plan will enable the City to apply for cost sharing grants to acquire and develop future park. More importantly, the adopted plan outlines a strategic course of action for the next 5 years to insure that De Pere addresses existing park and recreation deficiencies; and considers additional park and recreational needs generated by future City growth.

Conservancy, Woodlands and Wetlands

Although not estimated as a separate acreage figure, the City of De Pere has several areas within its corporate limits that come under the classification of either conservancy, woodlands or wetlands. The Existing Land Use Map (Figure 4) identifies these areas within the community. A very significant conservancy area or designated preserve area lies between U. S. Highway 41 and the Humana Corporate Health Insurance Offices. Several other conservancy and open space areas have been integrated into the overall planning and development of the De Pere Business Park. Natural woodland and wetland areas will also be maintained along the East River Parkway.

Vacant and Undeveloped Lands

As shown in Figure 4, the largest area of vacant and undeveloped land is located on the southwest side of the city. This land was recently annexed from the Town of Lawrence and provides an area for future growth and development when needed. Located between Red

Maple Road, Lawrence Drive, and the Lost Dauphin Road, much of the land is presently used for agricultural purposes.

The Existing Land Use Map also shows vacant land between East River Drive and the East River. Another undeveloped tract is situated between Swan Road and the East River in the far southeastern corner of the City. Another large tract of vacant land can be found between STH 32/57, Rockland and Old Plank Road.

Streets, Water and Miscellaneous

The final land use category is streets, surface water and miscellaneous. These existing land uses round out the overall acreage for the City of De Pere. Utilities in the form of water towers, pump houses, wells, natural gas booster stations, and electric substations account for approximately 30 acres of land use. Streets and highways in De Pere comprise almost 950 acres of land use in the community.

The Fox River, which is the largest surface water body in De Pere, accounts for nearly 500 acres of area. These land uses account for over 1,400 acres of land or nearly 22 percent of the entire land area located within the city limits of De Pere.

De Pere Comp Plan 2000 - 2020

COMMUNITY FACILITIES AND SERVICES

This section of the City of De Pere Comprehensive Plan will identify and inventory the community facilities and services that are provided throughout the community. Although the City of De Pere provides many of the facilities and services, there are other facilities and services that are either provided by the private sector, or a quasi-public entity. There are a wide variety of facilities serving the community, such as a public safety building, a new community center, a recreational ice center, parks and school facilities. Overall, the residents in the City of De Pere have excellent facilities and resources to use in the community that enhance the quality of life.

To meet the functional space needs in the 21st Century, the City Hall and adjacent Public Safety Building will be expanded during the next two years to meet the growing needs of the community and the delivery of City services.

City Hall

The De Pere City Hall is located at 335 South Broadway, overlooking the east bank of the Fox River. Constructed in 1970, the two-story structure has a total of 15,500 square feet utilized primarily for the administrative offices and services of city government. City Departments occupying office space on the first floor include the Assessor, Building Inspector, Clerk-

Treasurer, Finance Manager, Health Department, Water Utility Offices, and the Municipal Judge. (Additional space is provided for restrooms, meeting rooms, a vault, and storage space on both floors.) City Departments located on second floor include the City Administrator, Attorney, Human Resources, Planning and Economic Development, and the Council Chambers. City Hall is equipped with an elevator and is handicapped accessible. The facility is staffed by 18 full-time and 9 part-time employees. On-site parking is provided on the south and east sides of the building.

With the structure approaching 30 years of age, the building is scheduled for expansion and remodeling in 1999 and 2000. Somerville Associates of Green Bay have been hired to design plans for the building expansion.

Public Safety Building

The Public Safety Building was constructed in 1972 and is located directly north of City Hall. The building houses both the City Police Department and Fire Department (Station No.1). Similar to City Hall, this building is also in the process of being expanded to accommodate the increasing space needs of the two departments. The present two level structure, which contains approximately 21,000 square feet, will be expanded by an additional 19,500 square feet. The new structure will include a common foyer with City Hall and combination conference and meeting rooms. This project is scheduled for construction during the year 2000, and is being designed by Somerville Associates of Green Bay. When the addition is completed, the Public Safety Building and City Hall will be attached.

Figure 5 [Community Facilities Map](#)

Police Department: The City of De Pere Police Department is a full service law enforcement entity providing such services as traffic patrolling, handling traffic accident cases, responding to criminal and domestic violations, and providing detective and investigative services. The Department also serves St. Norbert College, providing school liaison officers to both De Pere school districts, monitors city parking meters and parking zone restrictions, and provides community policing services as part of the crime prevention program for the community. The department operates a bicycle patrol in the downtown business districts and the nearby residential neighborhoods to increase police visibility in the community.

Located at 325 South Broadway Street, the department occupies approximately 6,000 square feet of space on two levels within the Public Safety Building. Presently, 40 personnel staff the department, which includes 28 sworn officers, 7 dispatchers, 4 secretaries and one parking attendant. Most of the dispatch and secretarial positions are part-time positions. Administratively, the department consists of a police chief and two captains; with a third captain position, and another administrative assistant position authorized for July 1999. Police protection in the City is provided on a 24-hour basis; and the department's emergency communications are linked with the Brown County 911 System. If needed, canine units are available through the Brown County Sheriff's Department, or the City of Green Bay Police

Department.

The De Pere Police Department has a fleet of 13 vehicles to carry out the necessary law enforcement responsibilities within the community. Vehicles consist of 5 marked squad cars, school liaison vehicles, command cars, a crime prevention minivan and parking utility vehicle. The police department typically rotates and replaces 4 vehicles a year based on mileage, age and repairs.

The De Pere Police Department has identified a number of improvements that will be needed in the next 20 years to enhance law enforcement services in the community. Many of these improvements are contingent upon funds and personnel being made available to the department when the identified program needs arise. Improvements include better response times to the west side; increased patrolling on the west side as additional development occurs; additional police officers and squad cars as the city population increases; additional liaison officers to the school districts as enrollment increases; expanded crime prevention and drug enforcement capabilities; indexing of staffing and population thresholds; and possibly offering contract police services to adjoining towns that are experiencing rapid growth.

Fire Department: Located at 400 Lewis Street, the department occupies approximately 6,500 square feet of space within the Public Safety Building. Presently, 29 personnel staff the department, which includes a Fire Chief, Assistant Chiefs (2), an Administrative Assistant, and 25 Fire Fighters. One additional fire fighter is authorized for the department as of July 1, 1999. In addition, 11 of the firefighters are trained as paramedics. Typically, the department staffs the fire stations in shifts with the largest numbers occurring at Station No. 1 (400 Lewis St.) which is the headquarters and main station for the department. Fire protection for the City of De Pere is provided on a 24-hour basis. The City of De Pere Fire Department is also a participating member of the Brown County Rescue Squad Organization.

Major fire fighting apparatus at Station No.1 includes a 1997 Pierce Pumper (1250 gpm), a 1993 Pierce Ladder Truck (1500 gpm), and a 1999 Pierce Ambulance/Rescue Unit. A "Jaws Of Life" unit is stored on the 1997 pumper unit. A rubber rescue boat and trailer is also provided at the fire station. Additional vehicles include two 1993 Chevrolet Caprice's that serve as departmental administrative personnel vehicles.

Fire Station No. 2: Located at 1180 Grant Street, Fire Station No. 2 provides approximately 4,500 square feet of building space, and was constructed in the early 1970's. This station is equipped with a 1995 Pierce Pumper (1250 gpm), a 1976 Pierce Pumper (1000 gpm) which serves as a back-up unit, and a 1994 Pierce Ambulance/Rescue Unit. Typically, Fire Station No. 2 is staffed with 3 to 4 fire fighters per shift. Overall, the fire station provides quality service to the west side of the City. However, with the location on Grant Street, the Fire Department is becoming somewhat concerned with the response time to reach the southern end of the De Pere Business Park. In addition, staffing at the west side station may need to increase as growth continues.

To enhance the delivery of fire services to the community during the next 20 years, the Department has identified the need for a third fire station on the southwest side of the City near

the route of the new South Bridge. The facility would require appropriate staffing and equipment. The Department also has a goal of having at least 15 fire fighters trained as paramedics within the next several years. Additional space needed at Fire Station No. 1 will be resolved in the year 2000 when construction begins on the new addition to the Public Safety Building. The Fire Department has a replacement schedule of every 4 years for the oldest ambulance/rescue squad vehicle to be replaced. By 2001 or 2002, the department would like to upgrade and retrofit the 1976 pumper unit. A future van and multi-purpose trailer is also proposed as new equipment for the department sometime after the year 2000.

Public Works Department

The De Pere Public Works Department and Municipal Services Center is located at 925 South Sixth Street. Constructed in 1982, the 55,000 square foot facility houses all administrative functions and equipment for the public works department, as well as the parks and recreation department. The Municipal Services Center is situated on a 6.5 acre site adjacent to the Wisconsin Central Railroad Tracks and the De Pere Foundry (as shown on Figure 5). The building is divided into four functional areas, which includes an administrative section, vehicle area, maintenance section, and cold storage section. The Municipal Services Building will be undergoing an expansion project over the next several years. By the year 2002, all sections of the building will have been expanded. The project will be done in phases to minimize the disruption of the overall public works operation during construction.

The Department of Public Works provides the most diversified level of services to community residents. These services include street maintenance and improvements, trash and garbage collection, yard wastes and recyclables collection, operation of a municipal water system, maintenance and operation of a sanitary sewer system, storm water management program, and the coordination and scheduling of residential, commercial and industrial subdivision development including the installation of the infrastructure. The Department provides these services with a staff of 68 employees, and approximately 140 pieces of major equipment.

Street System: As of January 1, 1999 the City of De Pere had a total of 91.84 miles of streets and highways within the corporate limits based on records kept by the Wisconsin Department of Transportation and the De Pere Department of Public Works. A breakdown of the mileage indicates that 9.82 miles are classified as county roadways, while 82.02 miles are classified as city streets. In 1999, De Pere anticipates adding an additional 3.25 miles of city streets to the system. The increased mileage is the result of new residential subdivisions under construction, and several streets added to the East Side Industrial Park. At the end of 1999, De Pere should have a total of 95.09 miles of roadways, of which 85.27 miles are city streets. The city street mileage represents nearly 90 percent of the system. More information concerning the street system can be found in the Transportation Section of the comprehensive plan.

To maintain a quality street system, the De Pere Department of Public Works uses a 5-year Capital Improvements Program (CIP) and a pavement/surface rating system as a basis for making improvements. Typically, the City will resurface approximately 4-5 miles of streets each year, so that each street is attended to every 17 to 18 years. The reconstruction of streets is based on need, traffic volumes, surface conditions and funding available in the annual city

budget.

Besides resurfacing and reconstruction of city streets, the Department of Public Works has a schedule of street sweeping and other maintenance programs (crack filling, etc.) for the system. During the winter months the Department is responsible for the salting, snow plowing, and snow removal from designated streets in the downtown business districts and older commercial and residential areas where terrace storage is not available. Overall, the city street system is in very good shape and should serve the community well through the planning period.

Solid Waste Collection: Solid waste collection represents a second major functional service provided by the De Pere Department of Public Works. When referring to solid waste collection, there are really several segments that must be looked at. Garbage and trash collection is a weekly service provided by the department, while the collection of recyclables is scheduled bi-weekly. Large items such as appliances and old furniture items are also collected on a weekly basis. There have been major milestones within the De Pere collection system which includes: appliance collection started in May 1989; a newspaper dropoff center was opened in August 1989; the yard waste ban was implemented in April 1990; in January 1991 the recycle drop-off centers were opened; and in December 1993 the curbside collection program of recyclables began.

Based on Department of Public Works records, there has been a significant decrease in the garbage and trash tonnage that has been collected since 1989. During 1989 a total of 6,077 tons of garbage were collected, while in 1998 the amount of garbage collected had declined to 4,278 tons. This resulted in a reduction of 1,799 tons collected annually, which represents a decrease of 29.6 percent in the past 10 years. This reduction is a result of the mandatory recycling laws and ordinances that have been passed and implemented by the State of Wisconsin and local municipalities to reduce the amount of wastes being hauled to landfills, and thereby extending the useful life of these facilities. All the garbage and trash collected by public works crews are hauled to the Brown County Landfill located on County Road "X" in the adjoining Town of Ledgeview.

Between 1994 and 1998, public works records indicate that co-mingle materials and paper have seen relatively steady increases concerning the number of tons that are recycled annually. Recyclable paper has increased from 1,009 tons in 1994, to 1,261 tons in 1998, which represents a 24.9 percent increase. Co-mingle materials have increased from 375 tons in 1994, to 421 tons in 1998, representing an increase of 12.3 percent. Besides the curb side collection held bi-weekly, the Municipal Services Center has designated areas for drop-off of recycling materials, yard wastes and other materials not acceptable (waste oil, etc.) for placement in landfills.

Presently, the City of De Pere Department of Public Works collects garbage and trash, as well as recyclables from single family, two-family, three-family and some commercial establishments. Four-plex apartments and larger, as well as industrial users, contract with private haulers for this waste collection and disposal service. According to the Department, this policy will probably continue for the foreseeable future. When the new Brown County Landfill opens in the Town of Holland in the next 5 to 10 years, the City of De Pere will look at participating with surrounding municipalities to construct a transfer station to minimize the time

and hauling distance of solid wastes to the new landfill facility in the southern end of Brown County. Through the planning period adequate capacity appears to be available to the City to handle increased volumes of solid waste and recycling materials.

Sanitary Sewer System: The Department of Public Works also has responsibility and jurisdiction over the sanitary sewer system that serves the City of De Pere. The City owns the system that serves all residential, commercial and industrial development. As of 1998, there is a total of 483,916 lineal feet of sanitary sewer in De Pere, or 91.7 miles of pipe. Interceptor sewers comprise 7.4 miles of the sanitary sewer system total, while 84.3 miles are considered local sewer lines. Eight-inch sewer lines represent 59.5 percent of the overall system footage, while 10-15 inch lines account for 26.9 percent of the system total. The remaining 13.6 percent of the system is comprised of sewer lines that are 18 inches in diameter or larger. Typically, the interceptor sewer lines are 24", 36", or 48" in diameter to handle larger volumes of wastes as the raw sewage is transported to the De Pere Wastewater Treatment Plant.

In 1999, the sanitary sewer system will experience several improvements. By fall, a new sanitary sewer lift station will be constructed on the far east side near East River Drive in the Town of Ledgeview. Also by fall, a new 48" interceptor sewer, with a 36" sewer extension will be completed along Ashwaubenon Creek to serve present and future development on the southwest side of the City. There will also be the installation of new sanitary sewer lines to serve several new residential subdivisions that are currently under construction in 1999.

During the year 2000, the Ninth Street Interceptor Sewer is targeted for extension south of Red Maple Road to service future development in the area that was recently annexed from the Town of Lawrence. Overall, the sanitary sewer system is in good shape and has the capacity to service additional growth and development in the community according to the Department of Public Works.

Wastewater Treatment Plant: The De Pere Wastewater Treatment Plant is located at 315 Leonard Street on the northwest side of the City. Situated on a 23-acre site between Fort Howard Avenue and the Fox River, the present facility was constructed and placed into operation in 1980 at a cost of nearly \$25 Million. The plant is staffed by 23 employees, has a 1999 operating budget of \$3.2 Million, and provides treatment services to a population equivalent of nearly 40,000 people. The De Pere Treatment Plant is really a regional wastewater treatment facility, and provides service to the City of De Pere, the Village of Ashwaubenon, the Towns of Bellevue, Hobart, Ledgeview, Lawrence, and Rockland in Brown County; and provides service for some of the development on the Oneida Nations Tribal Land. The De Pere Treatment Plant location, the boundaries of the sewer service area, and the planning area are identified and shown in Figure 6.

The De Pere Wastewater Treatment Plant was designed as an activated sludge system to handle and treat high strength wastes that would be generated primarily from industrial and commercial users. Presently, in terms of volume, the plant treats approximately 50 percent residential/domestic wastes, and 50 percent industrial and commercial wastes. The plant has a design flow of 14.2 million gallons per day (MGD), but can handle a wet day flow of 30 MGD. Presently, the plant operates at about 75 percent capacity. However, with recent developments

in the De Pere Business and Industrial Parks where high strength users have located, the De Pere Treatment Plant Administration and its consulting engineers are planning to upgrade the plant.

Phase One planning is already underway to expand the solids handling capacity of the plant, and to treat additional high strength wastes. In the year 2000, approximately \$1.5 Million worth of improvements are targeted for sludge and solids handling. The funding for these improvements will be pulled directly from the treatment plant replacement fund which has a balance of slightly over \$6 Million now available.

Through the 20 year comprehensive planning period, the treatment plant has adequate capacity to handle the anticipated growth and development projected for the City of De Pere according to plant officials. The only issue of concern is whether more high strength waste users would choose to locate in De Pere or the treatment plant service area. If these circumstances should arise, the treatment facility will have to be monitored closely to ensure that reserve capacity remains to accommodate additional high strength wastes industries. The 1995 Brown County Sewage Plan, which was prepared by the Brown County Planning Commission, indicated that the De Pere Treatment Plant had adequate treatment capacity.

Water System: The City of De Pere Water System Study was completed in October 1995 by Robert E. Lee & Associates, Consulting Engineers of Green Bay, Wisconsin. This study represents the most recent effort by the City of De Pere to plan for future water needs in the community. The study provides information on community characteristics, existing supply and facilities, water usage, sources of water supply, system standards and design criteria, and water system improvements and recommendations.

Major components of the water system include six wells, five reservoirs, and three elevated water tanks. The six wells are located on Front Street, Ninth Street, Merrill Street, Enterprise Drive, Scheuring Road and Matthew Drive as shown on Figure 5. Combined, these six wells have a design pumping capacity of 6,000 gallons per minute, or 360,000 gallons of water per hour. Within a 24-hour period, the pumps could potentially pump up to 8.6 million gallons of water daily. Five of the municipal wells are equipped with booster pumps which boosts the design pumping capacity to 10,400 gallons per minute, or 624,000 gallons per hour. The booster pumps allow certain well pumps to be shut off at regular intervals to minimize service and repairs on the units.

The De Pere Water System has a total of five underground concrete reservoirs. The Front Street reservoir has a capacity of 160,000 gallons. The reservoirs at Ninth Street, Merrill Street, Enterprise Drive, and Scheuring Road all have capacities of 250,000 gallons. Combined, the

Figure 6
[Treatment Plant & Sanitary District Planning Areas](#)

five reservoirs have a storage capacity of 1,160,000 gallons. By contrast, the three elevated storage tanks provide a storage capacity of 1,000,000 gallons. The elevated tanks on Merrill Street and Ninth Street each has a capacity of 250,000 gallons. The newest elevated water tower on Matthew Drive, located in the De Pere Business Park, has a capacity of 500,000

gallons.

As of December 31, 1998 there was a total of 505,208 lineal feet of water mains comprising the overall system for water distribution, water transmission, and water supply in the community. Additional feet of water mains will be added in 1999 with the construction of several new residential subdivisions. Presently, there are 95.7 miles of water mains within the city limits.

Water usage has continued to increase in De Pere as additional growth and development has been experienced. Between 1980 and 1995 the daily production output has increased from 1,594,000 gallons to 3,637,000 gallons, which represents an increase of 128 percent (according to the water study). Historically, the system produced a record 6,391,000 gallons of water on June 21, 1995, after nearly two weeks of 90-degree temperatures and no rain.

To ensure an adequate and quality water supply for the future in De Pere, the Water Study outlined four options. Future water sources included the formation of a water commission and purchase water wholesale from the City of Green Bay. A second option was to purchase equity in the Green Bay System and form a water commission. A third option was for De Pere and the surrounding communities to construct an independent water line to Lake Michigan. The fourth option identified was for De Pere and the surrounding communities to construct a well field in the western part of Brown County as a future water supply source.

Although De Pere's water supply is adequate for the immediate future, the 1995 Water Study identified the time line of 2005 to 2015 as a critical period to implement measures for a future water supply. Presently, the City of De Pere is studying the various options and evaluating the feasibility of obtaining its future water supply from either the Bay of Green Bay or Lake Michigan.

The future water supply may hinge on what the surrounding communities decide to do. In January, 1999, eleven communities, including De Pere, joined together to form the Central Brown County Water Commission. The purpose of the Commission is to consider how to meet the future water supply needs of all communities in the Brown County Metropolitan Area.

Stormwater Management: The Final Draft of the City of De Pere Stormwater Management Plan was submitted to the community on December 2, 1998 by Earth Tech Environment and Infrastructure, Inc. consulting engineers. Purpose of the study is to reduce non-point source pollution from urban runoff. The stormwater management study presents existing characteristics of the present system, identifies problem areas, and outlines a program of improvements and solutions. Presently, the City of De Pere uses a system of storm sewers and detention ponds to control surface water run-off.

Based on Department of Public Works records, the City of De Pere over the years has installed about 402,510 lineal feet of storm sewers throughout the City. As of December 3, 1998 the storm sewer system accounted for 76.2 miles of pipe. For the most part, pipe diameter sizes have been grouped as 8-12", 15-30", and pipes 36" or larger in diameter. Presently, the 8-12" pipes make-up 41 percent of the system, while the 15-30" pipes account for 43.5 percent of the network. The large storm sewer pipes comprise the remaining 15.5 percent of the system.

Additional storm sewers will be added in 1999 and subsequent years as new development occurs in the community. Several new residential subdivision developments that are under construction in 1999 will increase the overall linear feet in the system. Typically, over the last 10 years, the City of De Pere has installed approximately two miles of storm sewer pipe on an annual basis.

As part of the overall stormwater management strategy for the City of De Pere, the community adopted a "Construction Site Erosion Control Ordinance" in 1992 with a goal of reducing sediment by 50 percent. The City has also used detention ponds and retention ponds to control runoff and sediment. To date, none of the existing ponds have required maintenance due to excessive amounts of sediment being deposited. In newly developed areas, the City has also used existing drainage swales as a stormwater management device. Most swales are improved by reshaping the bank slopes, and adding sod or riprap to stabilize the drainageway. Sometimes concrete liners are installed along the base of the swale to eliminate erosion.

According to the Department of Public Works, the City of De Pere will continue to use a combination of storm sewers and ponds to control and manage stormwater runoff. In older sections of the City, inadequate storm sewers will be replaced and upgraded during street reconstruction projects. In newly developed areas, detention ponds will be incorporated into the overall subdivision design wherever possible. Recently, a new 3½ acre detention pond was just installed in the vicinity of East River Drive and Ridgeway Drive to handle stormwater runoff from newly developed residential subdivisions.

The De Pere Department of Public Works anticipates making various improvements to the stormwater management program over a period of years, as there are no major problems in the community. Various recommendations from the 1998 study will be evaluated and considered for implementation during the planning period. One technique that the Department will look at is the possibility of converting several dry ponds into wet ponds for more effective use. At this time, the City of De Pere is not considering the formation of a stormwater utility district to regulate surface water runoff, or generate additional revenues to improve the present stormwater system or add structures to detain water.

De Pere Community Center

In May 1999, ground was broken for the new De Pere Community Center, located in V.F.W. Park. Occupying approximately the eastern one-third of the park site, the new 15,000 square foot facility will provide educational and recreational activities for city residents of all ages. The lower level will provide a large cafeteria/assembly area (capacity 200 people), a kitchen, a game room, lounge area, an arts/craft room, first aid room, restrooms, storage areas, and a garden patio.

The upper floor will have a large activity area with a smaller kitchen, two flexible meeting rooms that can be divided, administration offices, restrooms, storage areas and other miscellaneous floor space. The activity area will also have doorways that open out to a large patio area that can be used for community and family-oriented activities. The De Pere Community Center should be completed in late December 1999. The community center's goal

is to provide a place in the community “Where people come together as neighbors and friends.” Ample parking will be provided on the building’s east and west sides, with access to the facility from Grant Street.

Brown County Library – De Pere Branch

The De Pere Branch of the Brown County Library is located at 380 Main Avenue, adjacent to the Fourth Street intersection. Built in 1936, the library became part of the Brown County Library System in 1968. The library building occupies 5,000 square feet and has an estimated capacity of 30,000 volumes. The present facility is staffed by seven employees, and is open approximately 50 hours per week, Monday through Saturday. The library functions as a full service facility and has access to all other Brown County Library System information and resources within a one to three day period.

With the present library facility being 63 years old, the existing building is rapidly becoming outdated and is no longer as functional as desired. The Brown County Library Board has proceeded to purchase a new site for the De Pere Branch at the southwest corner of Broadway and Cass Streets. Tentative plans call for building a new library branch in either 2001 or 2002. The 15,000 to 20,000 square foot facility will provide ample space for library users in the De Pere Area. The new library site will provide a large community meeting room that is available for use, and will also provide on-site parking spaces. The new library facility will also provide a wonderful view of Voyageur Park and the Fox River and will abut a future pedestrian trail.

St. Norbert College

St. Norbert College is located at 100 Grant Street along the scenic west bank of the Fox River on a very attractive 185 acre campus setting that is situated south of the Claude Allouez Bridge and generally east of Third Street, as shown in Figure 5. St. Norbert College is a selective Catholic liberal arts and sciences institution that offers an internationalized curriculum that emphasizes leadership and service. Founded in 1898, the Liberal Arts College has an enrollment of nearly 2,100 students. The college represents a very important economic and cultural resource for the residents of De Pere.

The college has prepared and adopted a “Campus Master Plan” that will be implemented and developed during the next 10 to 20 years. The plan calls for acquisition of additional properties to the west of the Main Campus to allow for construction and expansion of future buildings, provide additional student housing, and more off-street parking space. Presently, the college has several parking lots and properties that are located to the west and south of the Main Campus. The college is working closely with the City of De Pere to implement the Master Plan changes and recommendations.

De Pere School District

The Unified School District of De Pere (1700 Chicago Street) serves the City of De Pere located east of the Fox River, as well as land/property portions in the six neighboring Towns that include Ledgeview, Bellevue, Glenmore, Morrison, Rockland, and Wrightstown. Within the

city limits of De Pere, the district operates the Dickinson Elementary School and the De Pere High School; whereas the Heritage Elementary School and De Pere Middle School are located in Ledgeview. The old Middle School located on South Broadway Street in the City has not been used for the past one and one-half years.

District-wide, the four existing schools accommodated an enrollment of 2,647 students for the 1998-1999 school year. Present building capacity for the four schools is 2,800. The District has projected an enrollment of 2,852 students by the 2000-2001 school year; and a district-wide enrollment of 3,341 by the 2005-2006 school year. Additional classrooms, school space and possible school sites have been identified by the School Board and School Administration as high priorities for the District in the next several years.

West De Pere School District

The West De Pere School District (1155 Westwood Drive) serves the City of De Pere located west of the Fox River, as well as land/property portions located in the Village of Ashwaubenon, the Towns of Hobart and Lawrence in Brown County, and a portion of the Town of Oneida in Outagamie County. The District operates Lincoln and Westwood Elementary Schools, the West De Pere Middle School, and the West De Pere High School. All educational facilities are located within the corporate limits of De Pere.

The four schools accommodated an enrollment of 1,890 students for the 1998-1999 school year. District-wide, the schools have an enrollment capacity of 2,000 students. The district has projected a student enrollment of 1899 for the 2000-2001 school year. Presently, the School District is working with an architectural firm to begin planning for a new high school site and building.

Syble Hopp School

Syble Hopp School is operated by Brown County and is located at 755 Schuering Road on the west side of the City. The school that was opened in 1970, provides special educational facilities and programs for students that have learning disabilities, as well as physical disabilities. Presently, the facility has 134 students enrolled, with a faculty and staff of 40 persons. Children from 3 years of age to young adults who are 21 years of age receive special education classes at the school. There are 19 classrooms, a gym and support facilities at Syble Hopp. Although operated by Brown County, the specialized school serves seven school districts in the County that includes Ashwaubenon, Denmark, De Pere, Howard-Suamico, Pulaski, West De Pere, and the Wrightstown District. The Green Bay School District has its own facilities. Some tuition students are also accepted at the school. According to school officials, Syble Hopp has adequate student capacity and facilities for the foreseeable future.

De Pere Park and Recreational Facilities

The City of De Pere Comprehensive Park & Outdoor Recreation Plan was prepared in March 1998 by the consulting firm of Robert E. Lee & Associates, Inc. This plan provides an update of previous plans, and outlines an action plan and program strategy for plan implementation

over the next five years and beyond. Within the prospectus of the comprehensive plan update, it is the intent of Community Development Systems to provide an overview of the park and recreation system, and identify key issues that will impact the overall growth and development in De Pere during the planning period.

The park and recreation facilities section of the comprehensive plan will summarize the various facilities that are found within the De Pere Park System:

Community Parks: There are five community parks located in the City of De Pere. These parks include Legion, VFW, Voyageur, Optimist and Jim Martin Park. These parks are further identified in Figure 5. The parks range in size from 11.9 acres at Optimist, to 20.8 acres at Voyageur, with a total of 82.1 acres. Although each park functions in the capacity of a larger community park, each park has unique features. The Legion and VFW parks are the locations for the outdoor swimming pools in the community. In addition, VFW Park will be the site of the new De Pere Community Center that is currently under construction. Voyageur Park is located along the east bank of the Fox River and presents many recreational opportunities on the 20.8-acre site, such as the Memorial Weekend Festival. Optimist Park is used extensively for active recreational activities such as baseball, softball, soccer and flag football. Jim Martin Park is also used extensively for active recreational activities such as soccer and flag football. The park also has volleyball courts and basketball courts for use.

Neighborhood Parks: The three neighborhood parks in De Pere include Braisher, Kelly Danen and Patriot. In total, these parks provide 14.3 acres of land for recreational activities. These parks provide a variety of facilities including ball diamonds, soccer fields, volleyball and basketball courts, and playground equipment for children. The parks also provide picnic areas, sitting areas and other passive recreational amenities.

Mini Parks: Combined, the 10 mini parks provide 8.4 acres of land for recreational use. Often referred to as “tot lots”, the parks provide primarily playground equipment for younger children and serve smaller residential neighborhoods. As shown on the map, the mini parks are scattered throughout the City.

School Recreational Facilities: The De Pere and West De Pere School Districts provide a total of seven school sites that have recreational facilities available in the community. When combined, the sites offer 168.8 acres of land for outdoor recreational uses. The smallest site is Lincoln Elementary School at 2.2 acres, while the combined sites of Dickinson Elementary School and De Pere High School provide 101.2 acres for outdoor recreation. Most of the school sites offer playground equipment and open play areas, soccer fields, tracks, football fields, baseball/softball diamonds, and hard court surfaces for basketball and other ball games.

St. Norbert College: There are several specialized recreational and athletic facilities that are found on the St. Norbert College Campus. The Mel Nicks Field, located on South Third Street, is a 10.5 acre baseball and softball field complex where the Green Knights Athletic Teams play. The college has 1.5 acres of land set aside for soccer. The Green Knights football team plays all their home games in Minahan Stadium, located on N. Broadway.

City and County Boat Ramps: Within the city limits of De Pere are three boat ramp facilities that provide boaters with access to the Fox River. Along the east bank of the Fox River are the East Side Boat Ramp and Fox Point Boat Launch which provide 5.5 acres for use. In particular, the Fox Point Boat Launch offers excellent facilities for boaters and fishermen. There are several boat launching ramps, ample parking spaces and restrooms. The facility is used extensively during the Spring months when walleye fishing is popular on the Fox River. The third boat ramp is located on the west side of the Fox River within the Brown County Fairgrounds property.

Urban Greenspace – Open Space: In the City of De Pere, acreage has been preserved and set aside as permanent greenspace or open space. At the present time, that acreage is estimated at 120.1 acres. The designated Greenway encompasses 9.2 acres, while the Preserve occupies 71.7 acres. The East River Parkway is estimated at 39.2 acres, but will change when the City of De Pere has established the final boundaries.

De Pere Trail System: To further compliment the existing park and recreational facilities, the City of De Pere Park, Recreation and Forestry Department is continuing work on the city-wide trail system. Some of the trails will be designated as multi-use, while others will be bike trails. Based on preliminary maps and plans from the Park, Recreation and Forestry Department, multi-use trails are designated for the abandoned railroad tracks on the east side of the Fox River; and along the tracks of the Wisconsin Central Railroad.

The third multi-use trail is presently being developed within the De Pere Business Park and linked to the existing trail system on the Humana Health Insurance Company land located between U. S. Highway 41 and Lawrence Drive. A future trail will be developed along the East River Parkway and linked with the existing trail system in the Village of Allouez. The multi-use trail system and major bike trails are shown in Figure 5.

The bike trail system for the City of De Pere is designed to tie in with the overall bike trail plan that was prepared for Brown County. The bike trails are planned to run along key streets within the city. These trails will be linked with the multi-use trails at various intersections located throughout the community. The overall trail system will be developed in phases and implemented over a number of years.

Brown County Fairgrounds and De Pere Ice Center: The final park and recreational facilities to review in De Pere are the Brown County Fairgrounds and Ice Center. These facilities are located at 1450 Fort Howard Avenue in the northwestern portion of the City. Combined, the facilities occupy 51.3 acres along the west bank of the Fox River.

Studies are currently underway by the Brown County Park Commission and the City of De Pere Board of Park Commissioners to determine whether the facilities are adequate for now, or if the role and needs of the respective facilities should be changed to meet future demands. There is considerable support in the De Pere area to build another ice rink facility north of the existing ice center. However, additional parking becomes an issue, as does the possible reconfiguration of the fairgrounds. These are some of the issues that the respective boards are looking at and evaluating at the present time. Recommendations concerning the future of the Ice Center and

the Fairgrounds should be made available in either late 1999, or early 2000.

Table 4
Existing Park and Recreational Facilities

City of De Pere

Park-Recreational Facility Acres Ownership

Community Parks

- Legion 16.0 City
- Jim Martin 17.1 City
- Optimist 11.9 City
- VFW 16.3 City
- Voyageur 20.8 City

Neighborhood

- Braisher 3.2 City
- Kelly Danen 5.7 City
- Patriot 5.4 City

Mini Parks

- Bicentennial 3.2 City
- Carmey 1.0 City
- George St. .1 City
- Lawton .2 City
- Nature Center .8 City
- Rusk .9 City
- Wells 1.3 City
- Wilcox 1.9 City
- Willems .5 City
- Wilson 1.1 City

Urban Greenspan and Open Space

- East River Parkway 39.2* City
- The Preserve 71.7 City
- The Greenway 9.2 City

Boat Ramps

- East Side Boat Rampf(Bonnie St.) 1.1 City
- Fox Point Boat Launch 4.4 City

Fairgrounds/Ice Center

- Brown County Fairgrounds, De Pere Ice Center and West Side Boat Ramp 51.3 City and Brown County

Schools

- Lincoln Elementary 2.2 West De Pere School District
- De Pere Middle School 6.5 De Pere School District
- Dickinson Elementary, De Pere High School, Sports Field 129.9 De Pere School District
- Westwood Elementary and West De Pere High School 30.2 West De Pere School District

St. Norbert College

- Mel Knicks Field 10.5 St. Norbert College

- Soccer Fields 1.5 St. Norbert College

Total Acres 462.5

Source: 1998 City of De Pere Comprehensive Park and Outdoor Recreation Plan

*De Pere may add acreage after property boundaries are verified

De Pere Comp Plan 2000 - 2020

TRANSPORTATION

The City of De Pere's transportation system consists of 95 miles of local streets, collector streets, minor arterials and principal arterials. There will be 85.27 miles under local jurisdiction and 9.82 miles under Brown County jurisdiction as of the end of 1999 construction. The map shown in Figure 9, is a composite of:

- The 1998 roadway designations for the City of De Pere which include the City's collectors; and
- Brown County and the State of Wisconsin Department of Transportation's (WISDOT) Highway Functional Classifications of the principal arterial and minor arterials in the City.

Existing Street and Highway System

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of vehicles, while local streets are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads. Facilities classified under the Federal Aids Secondary System (County trunks and state highways) qualify for federal aid for capital projects involving construction, reconstruction or repair. State highway aids are available to all communities for construction and maintenance on the basis of lane mileage.

Principal Arterials The following highways and streets in De Pere are classified as principal arterials by WISDOT. Average Daily Traffic (ADT) counts taken in 1998 (by Brown County) are shown on Table 5 and analyzed as follows:

- Main Avenue/CTH G runs east to west through the City connecting with the Main-Reid one-way pair west of the river, then following the Claude Allouez Bridge and continuing as George Street east of the river to Webster. Near Highway 41 traffic volumes average 18,500 vehicles per day, an increase of 6,300 ADT since 1992. The bridge carries 26,400 vehicles per day (an increase of 2,800 ADT since 1992), and George Street just east of Broadway carries about 11,800 vehicles per day (a decrease of about 1,300 since 1992).
- Eighth Street, north of Main Avenue, which connects to Business 41, carries 7,700 ADT, an

increase of about 300 ADT since 1992.

- Broadway/STH 57 extends north-south through the City on the east side of the river. It carries traffic ranging from 14,200 ADT just north of George Street to 13,700 ADT at the north city limit, to a low of 5,800 ADT at the south city limits. This compares to 1992 volumes of 12,010 ADT just north of George, to 12,620 ADT at the north city limits, to 3,600 ADT at the south end of the city.

- Webster Avenue, extending from George Street to the north city limits, carries about 4,800 ADT northbound and 4,900 ADT southbound. This reflects a decrease from 1992 counts showing 4,940 ADT northbound and 5,120 ADT southbound.

Minor Arterials. The following highways and streets in De Pere are classified as minor arterials by WISDOT. Traffic volume information (ADT) is based upon Brown County counts taken in 1998.

- Lawrence Drive, from Main Avenue south to Red Maple Road, carried from 6,600 ADT south of Scheuring Road to 1,700 ADT north of Scheuring Road. This reflects an increase of about 1,000 ADT south of Scheuring Road and 260 ADT north of Scheuring Road since 1992.

- Scheuring Road/CTH F, from Highway 41 east to Lost Dauphin Road, carried 3,500 ADT west-bound and 3,700 ADT east-bound near the business park at its west end, and 3,700 ADT at its east end. This compares to approximately 1,850 ADT in 1992 along this road reflecting the significant impact on traffic in the area resulting from the De Pere Business Park development.

- Lost Dauphin Road, from Red Maple Road on the south to the intersection of Third and Fourth Streets, and continuing, north to Main Street, carries from 2,300 ADT on the south end to 5,800 ADT just north of Scheuring Road. This same road carries 5,300 ADT on Third Street through the St. Norbert campus. This reflects an increase of 460 ADT at the south end, 660 ADT in the middle at Scheuring Road, and a decrease of 70 at the north end of Third Street since 1992. Fourth Street increased in traffic by about 120 ADT between 1992 and 1998.

- Grant Street/CTH EE, from Highway 41 on the west to Fourth Street on the east carries between 4,000 and 5,300 ADT. The highest volume is near the high school. This compares to 3,620 ADT in 1992.

- Fifth Street, between Grant Street and Main Avenue, had no counts available.

- Fort Howard Avenue from Main Avenue on the south to the north city limits (connecting to Business 41), carries from 2,900 ADT near Main Street to 3,200 ADT near the north end. This compares to 2,860 ADT and 2,990 ADT respectively in 1992.

- Parkview Avenue, from Fort Howard Avenue west to the city limits, had no counts.

- County Highway PP, from the south city limits to Highway 57 carries about 8,500 ADT, which is an increase of 2,080 ADT since 1992.
- Heritage Road/CTH X carries from 3,700 ADT west of CTH PP to 5,000 ADT east of CTH PP. This reflects an increase of 1,490 ADT west of PP to 2,830 east of PP, where traffic more than doubled since 1992.
- Chicago Street/CTH G, from Webster Avenue east to the city limits, carries 6,500 ADT near Webster Avenue, an increase of 2,570 ADT since 1992.
- Webster Avenue, between George Street and Chicago Street, carries 4,100 to 5,400 ADT in 1998 compared to 4,110 in 1992.

Collector Streets. The following streets in De Pere are classed as collectors:

- Red Maple Road
- Lawrence Drive between Red Maple Road and Creamery Rd.
- Ninth Street
- Suburban Drive
- Westwood Drive between Ninth and Suburban
- Apollo Way between Grant and Ninth
- Allard/Reid/Eighth between Grant and Main
- Helena Avenue between Suburban and Sixth Street
- Sixth Street between Grant and Lande Streets
- Lande Street between Sixth and Third Streets.
- Ridgeway Boulevard and Drive between Broadway and East River Drive
- East River Drive from Ridgeway north to the city limits
- Erie Street between Ridgeway and O'Keefe Road
- Ontario and Jordon Streets between Ridgeway and O'Keefe Road
- Wisconsin Street between George and Merrill Streets.
- Chicago Street between Broadway and Webster Avenue
- Merrill Street between Broadway and Jordan Road
- Charles Street between Webster Avenue and Libal Street
- Libal Street between Chicago Street and Le Brun Road
- Swan Road between Chicago Street and Heritage/CTH X
- Fox River Drive/Bomier Street between Broadway and Highway 57.

All other streets in De Pere are considered local streets. Figure 7 shows the functional classification of De Pere streets and also shows the proposed route of the future south side minor arterial. This arterial will link Highway 41 at a new interchange to Red Maple Road, to a new South Bridge, and continue east on Rockland Road. While this road is not planned until 2015, it may prove to be needed prior to that time based upon current traffic counts and updated traffic projections.

Rust Engineering recommended various short-term traffic improvements along the Main Street-George Street corridor in anticipation of the improvement planned for the Claude

Allouez Bridge. They note that no improvement in the Broadway-George Street intersection is possible without widening both streets to accommodate additional turn lanes, which seems unlikely considering the close proximity of downtown commercial buildings at the corner. They note that the lack of adequate capacity on Main Street and Reid Street west of the bridge cannot be resolved without removing parking and widening intersections. Since congestion along this route is severe at times, such drastic measures may be needed. Should such action be taken, the impact on adjacent businesses should be considered and off-street parking created to substitute for lost curbside parking. A similar situation exists on Broadway at George Street, which may require limiting on-street parking during heavy traffic times.

Rust also recommends the addition of left turn lanes at the 8th and 9th Street intersections with Main Avenue, and additional signalization improvements along the corridor.

Table 5
Traffic Counts 1992-1998
Major Streets in De Pere

De Pere Arterial Traffic Counts 1992-1998

Street	1992 ADT	1998 ADT	% Change
Main Avenue (west)	12,200	18,500	51.64%
Claude Allouez Bridge	23,600	26,400	11.86%
George St. east of Broadway	13,100	11,800	-9.92%
Eighth Street north of Main	7,400	7,700	4.05%
Broadway/STH 57 north limits	12,620	13,700	8.56%
Broadway/STH 57 north of George	12,010	14,200	18.23%
Broadway/STH 57 south limits	3,600	5,800	61.11%
Webster Avenue north of George-northbound	4,940	4,800	-2.83%
Webster Avenue north of George-southbound	5,120	4,900	-4.30%
Lawrence north of Scheuring Rd	1,440	1,700	18.06%
Lawrence south of Scheuring Rd	5,600	6,600	17.86%
Scheuring Road east bound	N/A.	3,700	-
Scheuring Road west bound	N/A.	3,500	-
Scheuring Road – east end	1,850	3,700	100.00%
Lost Dauphin – south end	1,840	2,300	25.00%
Lost Dauphin - at Scheuring Rd	5,140	5,800	12.84%
Third Street at SN campus	5,370	5,300	-1.30%
Fourth Street near Lost Dauphin	3,860	3,400	-11.92%
Grant Street	3,620	5,300	46.41%
Fort Howard Avenue-near Main	2,860	2,900	1.40%
Fort Howard Avenue-north end/Bus41	2,990	3,200	7.02%
CTH PP near STH 57	6,420	8,500	32.40%
Heritage Road/X - east of PP	2,170	5,000	130.41%
Heritage Road/X - west of PP	2,210	3,700	67.42%

Chicago Street from Webster east 3,930 6,500 65.39%
Webster Avenue - George to Chicago 4,110 5,400 31.39%

Source: Brown County Highway Department, 1992, 1998

Brown County Traffic Analysis Zone Projections

Trip generation projections have been prepared by Brown County planning for the De Pere community. These projections utilize traffic analysis zones (TAZ) which are neighborhood planning units. These projections appear in the following table. In light of the projected growth anticipated in the De Pere Comprehensive Plan, the County projections should be updated. Since regional transportation planning is based upon these estimates of future growth in population, households, or employment, it is important that they are accurate. The substantially higher growth rate as well as the large number of new jobs being created in the De Pere Business Park will generate a significantly greater amount of traffic which will warrant transportation improvements sooner than anticipated in the De Pere community.

For example, TAZ 94 on the southeast side and TAZ 201 on the southwest side are the locations for substantial employment growth in the De Pere Industrial Park and Business Park. The County projections indicate only 110 new jobs being created in these areas over the next 20 years. Even utilizing a slower growth rate than experienced in recent years, De Pere population is projected to increase by almost 7,500 by 2020 in contrast to the County projection of 3,599 over this period. Household growth is projected to add almost 3,200 units by 2020 compared to the County estimate of 2,562. An important transportation objective should be to insure that County transportation planning accurately reflects the anticipated growth needs of the De Pere community.

Table 6

[De Pere TAZ Projected Change 1998-2020](#)

TAZ Pop HH Vehicles C. Empl. M. Empl. Other Em. Total Em.

East Side

77	22	33	84	0	0	0	0
78	-55	0	0	0	0	0	0
81	-11	0	0	0	0	0	0
82	-69	-15	-19	160	0	10	170
83	-51	-1	-3	0	0	0	0
84	-94	5	12	0	0	0	0
85	1207	528	781	20	0	0	20
86	-104	-15	-17	60	20	50	130
87	-52	-10	-19	40	0	0	40
88	-8	0	-20	0	0	0	0
89	-25	1	3	0	0	0	0
90	128	117	209	0	0	0	0
91	1216	541	1012	139	0	60	199
92	75	84	93	0	0	0	0
93	107	55	140	0	0	0	0
94	-1	0	-84	0	80	10	90

West Side 0
 196 26 69 107 0 13 10 23
 197 26 25 31 0 110 10 120
 198 78 77 111 20 20 30 70
 199 -686 187 203 60 65 0 125
 200 1689 706 904 80 50 70 200
 201 181 175 387 0 0 20 20
 3599 2562 3915 579 358 270 1207

Source: Brown County Planning

Figure 7
 Highway Functional Classification Map

Traffic Volumes

Brown County traffic counts reveal that the largest daily traffic increase along the arterials in the City occurred on Scheuring Road near the De Pere Business Park where traffic increased by 289% between 1992 and 1998. Other streets experiencing high traffic increases during the past 6 years include:

- Heritage Road east and west of CTH PP
- Chicago Street east of Webster Avenue
- Grant Street between Highway 41 and the tracks.
- Highway 57 as it enters the city on the south, and
- Main Avenue near Highway 41.

These increased traffic volumes will likely require attention and possible traffic controls or improvements to these streets in the near future.

Mass Transit Services

Transit services are provided in De Pere by Green Bay Transit, which has routes east (#15) and west (#11) of the river. These routes have 60-minute headways to downtown Green Bay. The Transit Development Plan prepared by Green Bay Transit and Brown County notes that residential densities of 2,000 to 2,500 persons per square mile are needed for viable fixed route service. De Pere barely meets those densities in the older areas of the city where apartment projects are located. Currently no service is provided to the major employment centers (industrial and business parks) in De Pere. Surveys by local businesses found few employees were interested in bus service to work.

Shipping Facilities

The nearest shipping facilities are located in Green Bay, approximately 5 miles north of De

Pere. These facilities are adequate for current demands.

Rail Facilities

One rail line is located in the City on the west side of the Fox River. The rail system is operated by the Wisconsin Central Limited. An abandoned rail line, on the east side, is expected to serve as an inter-community recreational trail route.

Airport Facilities

The closest airport, Austin Straubel International Airport, is located approximately six miles away in the Village of Ashwaubenon. Presently, six commercial airlines provide 68 flights daily (arrivals & departures). Daily flights and private operators provide adequate air service for the community.

De Pere Comp Plan 2000 - 2020

DOWNTOWN DEVELOPMENT OPPORTUNITIES

The Downtown Development Opportunities section of the plan starts by looking back on what has been accomplished in the Broadway and Main Street downtown areas. The 1982 Plan made specific recommendations, many of which have become realities.

From this point, the existing land use and status of the Broadway and Main Street downtown areas are reviewed. This is followed by the results of two downtown forums (Appendix “A”) listing concerns, projects, potential improvements, and bridge issues. Finally, specific visions and opportunities are identified in narrative and map form that summarized the Downtown Plan.

The emphasis of this Plan is on achievable results. A good plan contains concepts and recommendations that challenge the community to reach higher than it might otherwise do. A good plan also presents a realistic path for making changes and improvements to the Downtown.

Background:

The 1982 De Pere Comprehensive Plan had the following comments and recommendations regarding the Downtown Area:

The City of De Pere is strongly committed to the concept that the Central Business District (CBD) should be the focal point of commercial activity within its boundaries. To attain this concept, the city has taken some significant steps to improve accessibility and improve the commercial opportunities found there. In 1978, the city created the Tax Increment District (TID) No 1 that encompassed a major portion of the east side CBD. Following the creation of the TID, the City entered into a contract with the consulting firm, Donohue and

Associates, Inc., to prepare a comprehensive long-range plan for redevelopment within the district. The consultants presented a report, Comprehensive Revitalization Plan, De Pere East Side Business District, to the city in May, 1980. The plan was formally adopted by the city in July, 1980. The boundaries of the TID were changed to comply with the plan and TID No. 4 was formally created. A city Redevelopment Authority was created in August, 1981 to begin implementation of the plan. The Comprehensive Plan Update recommends the implementation of the TID Plan as expeditiously as possible.

Since the 1982 Plan was prepared, the east side downtown TIF District has been extensively used. TID #4 will expire in 2003. The 1982 Downtown Plan went on to state:

The city also initiated a study of a portion of the west side CBD in late 1980. The area of study is also included in the Special Planning Areas that will be addressed later in the plan. The consensus of these reports is that it is possible to expand the west side CBD. However, the entire area should be planned/developed with a constant theme and similar architectural style as one project. Partial or piecemeal development should be discouraged. The city should exercise its controls to assure that the adjacent residential area south of Grant Street is protected from encroachment by the commercial expansion. This can be accomplished by requiring landscape buffers and not allowing or extremely limiting ingress and egress onto Grant Street.

Since this was written in 1982, the City of De Pere created TIF #5 in 1997 to assist in the redevelopment of the west side Downtown area. Several projects have already begun, including Nicolet Highlands, a 144 unit Senior Housing project, and Nicolet Commons, a 45,000-sq. ft. office building. Historic character has been protected and enhanced in both the east and west Downtown areas through the adoption and enforcement of development and design standards.

The following land use recommendations were set forth in the 1982 Plan. An explanation follows describing if the recommendations were ever fulfilled:

Because of the city's commitment to the CBD and adopted objectives that oppose strip commercial development, this plan recommendation reflects those intentions. The following are the commercial land use recommendations:

- Implement the Comprehensive- Revitalization Plan De Pere East Side Business District.

In general, the revitalization plan goals included in the TID #4 Plan have been accomplished. The only remaining undeveloped site is the location of the proposed De Pere-Allouez branch of the Brown County Library.

- Expand the west side CBD to encompass the area bounded by Fifth Street, Grant Street, Third Street, and Main Street. Plan and develop the entire area as one project with an overall consistent theme and architectural style; e.g., turn of the century.

This has been accomplished in part through the creation and implementation of T.I.D. #5. A

number of existing commercial buildings have been refurbished, with their original architecture maintained.

-Infilling of the area along Main Avenue between Ninth Street and U. S. H. 41 (one lot deep).

There are still some lots in this area where infilling can take place. Most of the south side of Main St. (one block to the east) has been developed and commercial development is starting on the north side of the block.

-Infilling of the vacant lots adjacent to the existing commercial development on Honey Court.

A major Planned Development consisting of apartment buildings is under development to the south. Two non-conforming residences on Cook Street could be a commercial project.

-Developing the northwest intersection of Scheuring Road and Lawrence Drive. Development should be limited to uses that would provide service to highway users.

This is beginning to happen with the recent approval of a Planned Development consisting of a hotel, restaurants, and a convenience store/gas station.

Tax Increment Financing District #5 Update

A Tax Increment District was created in 1996 to encourage the redevelopment of lands in commercial portions of the west Downtown area. Seven specific projects were identified in the District Plan, as listed and identified below:

1. Site #1 - St Norbert College Executive Inn: This project is scheduled to begin construction in the Spring, 2000.
2. Site #2 - Commercial Strip Center: Immediately west of site #1 and the proposed hotel, this site has been cleared of houses and a 45,000 sq. ft. office building is now under construction.
3. Site #3 – Student Apartment Housing: This project is dependent upon a private developer building a 200 student housing project, and leasing said facility back to the College. Existing homes would need to be cleared to make way for this project. This project has not progressed in 1999, and may not occur. A multifamily housing or other mixed-use project may replace student housing.
4. Site #4 – Retail Office: The City is now negotiating on a development agreement that may lead to construction of a retail/office type use.
5. Site #5 – Parking: New parking space may be developed as a result of a negotiated agreement for a retail/office project.

6. Site #6 – Office/Medical Clinic: The City is now negotiating on a development agreement that may lead to construction of a retail/office type use.

7. Site #7 – Senior Apartment Housing: This was the largest and most successful project to date. The first phase has been completed and the second and last stage is under construction. The Nicolet Highlands Senior Housing project will accommodate 144 units, and will cover the entire block.

Main Street Program:

The City of De Pere was one of the first downtown's in the state to institute a "Main Street" program. Established in 1990, the De Pere Main Street Program has been very successful in attracting new business, promoting investment, creating new jobs, and encouraging redevelopment. The Program had received numerous awards and "due to its success, has become a model for some of the newer programs" according to Gene Hackbarth, Executive Director of the Main Street Program.

Existing Downtown Land Use:

De Pere's Downtown today is the culmination of a substantial amount of investment made by the City (and its taxpayers) and the private sector. The Downtown continues to evolve due to the TID #5 projects and other private improvements that occur. At present, however, the east and west sides of De Pere's Downtown District can be classified into several generally described districts.

Downtown Existing Land Use: (Figure [8](#) & [9](#))

1. A retail core area exists south of Cass Street, north of Lewis Street and from the River east to Superior Street. Further extension of this occurs along George Street another 3 blocks east of Superior Street. The historic core of the Downtown is evident at the intersection of Broadway and George Street. The addition of Shopko in the 1980's has added a new element of the typical outlying Department Store into the Downtown fabric of De Pere. This core area is made up of specialty shops, restaurants, a hotel, banks, service stations, convenience type goods and office space. Second floor apartment housing also exists as a secondary use to the first floor shops, offices and restaurants.

2. Housing clusters of differing types are found on the fringe of the retail core area. Between Broadway and the Fox River, Apartment buildings and Townhouse condominiums have been built to take advantage of the river amenities and the Downtown setting. Apartments have also been built on the Southeast edge of the retail core. The remaining adjacent downtown housing is made up of original homes, many being considered historic (over 100 years old).

3. Institutional or governmental land uses are also predominant in the downtown setting. Governmental uses are located on the southerly edge of the Downtown, made up of the Safety building and City Hall.

4. Office Space is typically scattered throughout the downtown but a particular concentration occurs in the block west of Broadway, south of Cass Street and north of William Street.

5. An open space element is particularly evident south of Charles Street, visible from Broadway. This area actually extends along the vacated Wisconsin Central track running parallel to Front Street. Wells Park also makes up this open area.

1. A retail core area exists along either side of Main Avenue, between Third and Fifth Streets. This core area contains a mixture of retail shops, restaurants, banks, offices, and service stations. Most of the buildings are older structures that have been remodeled over the years. Hansen's Dairy Store is the newest structure, located on Reid Street and south of the stores on Main Avenue. A new office building is being constructed on the north side of Main Avenue in a previously vacant lot.

2. To the south of the retail core is a mixture of old and new housing. Older homes skirt the retail area along Reid Street. South of this housing and Reid Street is the new Nicolet Senior Housing project. South of the Senior Housing Project, older homes are predominant, some of which are rented by St. Norbert College students.

3. An office/retail area also exists south of the primary retail core. Located south of Reid Street and north of Grant Street, this area is in transition as one of the TIF #5 projects. A new 45,000 sq. ft office building (Nicolet Commons) is now under construction on the northeast corner of Grant and Fourth Streets. A restaurant is being built on the east end of the block, and a hotel is planned for construction on the southeast corner of the block.

Downtown Forum

As part of the Downtown analysis, public forums were held on June 10th and June 22nd, 1999 to collect business community comments on downtown issues. Questions were sent out to people involved in the forum to stimulate thought. Results of the forum have been included in the recommendations in this Downtown Plan section, and are specifically listed based on each question in Appendix "A"

Development Opportunities and Recommendations:

De Pere's Downtown area needs continual reinvestment to maintain its functions and value. Most of the investment must come from the private economic sectors that make up the majority of the Downtown. Public funds should continue to be made to leverage private investment.

The following is a list of opportunities and recommendations that if implemented, should sustain and improve the Downtown area, prevent stagnation, and create an atmosphere of vibrant commercial potential:

Downtown East Opportunities: (Figure [10](#) & [11](#))

1. The new Claude Allouez Bridge will have a substantial affect on land uses around the Charles/George Street corridor. The crossover route from Charles Street to George Street will require the acquisition and demolition of 6 residences and the loss of some of St. Mary's Church property on the southeast corner of George Street and Superior Street. Upon completion of the new Bridge and one way George/Charles Streets, the City should install directional signage (consistent to streetscape design) to assist people in finding public buildings, hotels, and shopping areas in the downtown. "Traffic calming" techniques may also need to be considered due to one way traffic volumes coming and going from the two bridge structures.
2. A portion of Superior Street could be vacated and used by St. Mary's Church as replacement for property lost to the crossover. Some on-street parking will be lost due to needed road width for the new roadbed.
3. The crossover intersections may have some excess street islands that could be aesthetically planted with low growing shrubbery, and directional signage.
4. Streetscaping in the form of decorative light fixtures, signage, and landscaping should be extended from the area north of George Street to City Hall, and east on George Street to Huron Street. The popular concept of "bump-outs", brick pavers and fountains could also add to the character and appeal of the downtown area. When the new Bridge is built in 2005, the City may want to consider creating a new Tax Increment Financing District. This District could encourage redevelopment and could support the cost of extending the streetscaping throughout the retail core area.
5. Developers are looking for space to establish new businesses in the downtown area. Future downtown commercial development may center on the blocks that will lie between Charles and George Streets, since one way traffic counts will increase with completion of the new bridge project. Any underutilized uses at that time should be evaluated to determine reutilization and consideration of a more intense use. Downtown Commercial Development should not extend beyond Erie Street.
6. Other potential areas for commercial development may be north of George Street, between Michigan and Huron Avenues. This area has parcels that are underutilized. To create a viable commercial site with sufficient lot depth, residential lots to the rear would need to be rezoned and combined with the existing commercial lots.
7. A potential major office site is immediately north of the City Hall Block. This block has the asset of good access to highways though the Downtown and a tremendous view of the Fox River.
8. As mentioned in the Riverfront Corridor comments, that portion of the Fox River, from Charles Street south to the Boat Landing is an excellent site for public access to the river. Presently, the river frontage is undeveloped and is occupied by scrub vegetation. The City should consider its inclusion in a future TIF district to facilitate development of boat docking areas, riverfront pedestrian paths, seating and picnic areas, and possibly a boardwalk that

stretches north to Voyageur Park.

9. With construction of the new bridge in 2005, some on-street parking may be lost. To replace these potential spaces, buildings fronting Charles Street just east of the retail structures on Broadway may need to be cleared to expand the adjacent rear parking lot. More parking could also be developed on the north edge of the crossover.

10. The bowling alley business on the northwest corner of Broadway and the new bridge (Charles Street alignment) may be an ideal site for redevelopment. Due to visibility of the river, incoming traffic from the bridge, and off-street parking to the rear, this site could have the potential for a multi-use (residential/office/commercial) structure.

11. The City supports a commercial “edge” to the east downtown area, with the goal of concentrated commercial development and preservation of affordable homes on Downtown’s fringe area (see Figure 10 & 11 for location of edge).

1. Developers are looking for potential sites to establish businesses in the downtown area. The west side will be able to accommodate new development as the City clears sites within the TIF #5 area along Reid Street. Underutilized properties on the north side of Main Avenue, west of Fourth Street also should be considered for more intense commercial land uses.

2. Streetscaping in the form of decorative light fixtures, signage, and landscaping should be installed in the same theme as the east downtown core area. Particular attention should be given to streetscaping along Main Avenue, Reid Street, and Grant Street, from Third to Sixth Streets.

3. The seven projects in the TID # 5 boundary area, as identified earlier in the Downtown section of the Plan, are in various stages of development. All of these projects should be carried out to completion.

4. With the asset of water frontage, every effort should be made by the City to provide access to it. On the west end of the bridge, an opportunity may be available to construct a pedestrian dock abutting a public parking area on the northeast corner of Main Avenue and Third Street. This dock area (not designed for boat docking) would give people the ability to fish or simply view the water next to the Nicolet Paper Mill. Another potential riverfront area may be the parcel created between the old and new lanes of the Claude Allouez Bridge. This small riverfront “pocket park” could be accessible if St. Norbert College would grant the city an access easement, and a safe pedestrian connection should be provided to and from Main Avenue.

5. The forum participants had a concern for destination type businesses to be established along the one-way corridors leading to and from the bridge. The City could support this effort by working with developers that may need rezonings (consistent with Comprehensive Plan recommendations), expeditious site plan approvals for new construction, or support for off-street parking space.

6. The two blocks on the west end, from Fifth to Sixth Street and from Grant Street to Main Avenue, are very visible due to their location on the main downtown thoroughfares. Attention should be given in the future to improve the appearance of the buildings in these blocks through possible façade renovation grants or a future redevelopment district project. The vacant Badger Wood Building could be used as an “incubator” type industrial facility on a short-term basis, but in the long term, should either be renovated or removed to facilitate new commercial structures.

7. Entrance signs to the Downtown should also be considered, with substantial landscaping to create a positive impression of the downtown area being entered.

Downtown Development in General:

1. The City should consider an ongoing Redevelopment Program for underutilized buildings or structures that fall into disrepair. Funding for a continuing Redevelopment Program may come from New Tax Increment Financing, Block Grant Funding, or Business Improvement Districts (BID).

2. The City should continue to promote and utilize as much as possible the private/public partnership and capital investment in Downtown projects, and to promote expansion of the commercial cores in a logical and sensible manner.

3. As the new Claude Allouez Street Bridge is designed, consideration should be given to observation platforms, to offer bikers and walkers to stop on portions of the bridge to enjoy the view of the River. The Bridge design should also take into account the access and exit routes for the sidewalk network, with a direct connection via a pedestrian bridge to the “rails to trails” path along the east side of the Fox River.

4. Parking spaces at the rear of downtown buildings or other screened areas should be evaluated for night time safety.

5. With the substantial increase in office, retail and institutional space, the City should develop a master parking plan to address a potential parking shortage.

De Pere Comp Plan 2000 - 2020

RIVER CORRIDOR DEVELOPMENT OPPORTUNITIES

Riverfront Character:

The overall concept for the physical design and visual quality of the riverfront area is to encourage and reinforce a festive, mixed-use area that emphasizes the special qualities of the Fox River. The following list of conceptual elements (illustrated in Figure 12) has been

developed as a guide to emphasize the benefits of creating, maintaining, and preserving access to the Fox River, for the enjoyment of all who live in De Pere:

• **Access/Public Areas.**

Access to the riverfront is important for both residents and visitors of the city as an amenity that can be enjoyed by all. The character of the riverfront is easily felt when the public can gain access to it. One of the major attributes of the St. Norbert campus is its access and view of the Fox River. Voyageur Park gives the public direct accessibility to the riverfront and is an important asset to the city. The Brown County Fairgrounds also has river frontage that has been utilized for aquatic functions (i.e. boat races, water ski shows).

The city also has provided a number of boat landings to offer access for watercraft. Even a boat landing can offer non-boaters a chance to get close to the water. The following list describes the present city boat landings:

“ Fox Point Boat Landing: Located on the north end of the city, on the east side of the river. This landing is accessible from N. Broadway Drive (S.T.H. 57).

“ Boat Ramp West: Located in the area of the Brown County Fairgrounds, on the west side of the river. This landing is accessible from Fort Howard Avenue.

“ Boat Ramp East: Located on the south end of the Downtown on the east side of the river, near City Hall. This landing is accessible from Fox River Drive.

Fishermen use these boat landings extensively during the spring fishing season.

• **Development of Pedestrian Connections:**

Every effort should be made to tie river access to public trails and pedestrian ways. This can be partially realized by the development of the abandoned Wisconsin Central railroad right-of-way that runs along the east side of the river and through the Downtown area. Some of this right-of-way has a direct view of the river, and lends itself very well to connecting Voyageur Park with the Fox Point and East Boat Landing. The abandoned railroad right-of-way also is positioned in such a way as to provide a direct connection to the downtown from other areas of the City that may have access to the future trail.

• **Landscaping/Open Space:**

An important element of the riverfront character is landscaping. This is especially important in the south end of the downtown area near City Hall, where the setting lends itself to frequent public access to the river. An effort should be made to add flower gardens, berming and flowering crab trees along the riverfront, visible from both Broadway and Fox River Drive. Landscaping should also be enhanced along the river in combination with the pedestrian trails in Voyageur Park.

The City should support efforts for State acquisition of the lock tenders house and locks south of Voyageur Park for Heritage Parkland development. This State acquired property would add another asset to riverfront access.

• **Nautical Aspects:**

The presence of watercraft draws people to the waterfront. A variety of boats also add to the visual quality and vitality of the Fox River. To promote and enhance the use of watercraft, and to facilitate boat docking, the City should consider expansion of mooring facilities in Voyageur Park. Boaters may also patronize downtown business and eating establishments if the city could provide docking facilities across from City Hall, once that land is secured for public use.

• **Riverfront Awareness:**

Maintaining a visual and physical continuity throughout the riverfront area is an important aspect of a unified waterfront character. Walkways to and along the river can act as important linkages along the waterfront and the rest of the City. Continuity can also be promoted through the placement of specially designed kiosks or banners, or through a public signage system. Logos and the creation of entrance areas to the riverfront also could promote a consistent waterfront image.

• **Proposed Park Site:**

With a City having substantial river frontage, actual public access is very limited. To expand river access, the City should consider pursuing a large underutilized site lying between U.S. Paper Company and Nicolet Paper Company. The site may have environmental contamination, which would hinder building construction, but would be unaffected if the land was converted to park. This site would allow more access for De Pere residents to enjoy one of the City's greatest assets, the Fox River.

The City should work with Nicolet Paper and U.S. Paper to develop this area as a passive park. Such a park could have picnic areas, recreational uses, walkway areas and other passive type uses. The walkway in the park could also become part of a larger pedestrian path network that would connect St Norbert College to the south to the Brown County Fairgrounds to the north.

Figure #12
[RIVERFRONT CORRIDOR PLAN](#)

PLANNING VISIONS

The De Pere Strategic Plan completed in January 1997 identified various planning issues during an environmental scan or Strengths-Weakness-Opportunities-Threats (SWOT) analysis. In addition, input was received from the citizens of the City at a Strategic Planning Conference held in November 1996, and through community surveys conducted by the Survey Center at St. Norbert College in 1996 and 1999.

In addition, an analysis of various demographic and community inventory data compiled during phase one of the planning process will round out the information needed to define the vision, strategies, and actions needed to make the plan a success.

At a minimum the Plan addresses the impacts of population and housing growth, as well as changing land use patterns on transportation, public facilities, public services, recreation, and economic expansion. The Plan will also set forth policies, which recognize that change will occur, and defines how the community can best respond to that change and manage it effectively.

Visions defined by the Planning Committee and the public for De Pere include the following concepts:

The Purpose Of The De Pere Comprehensive Plan

- Preserve City character and “small town” atmosphere
- Anticipate financial planning needs
- Define where we’re going as a community
- To promote a stable economy
- To provide direction for developers
- Plan responsibly for the future of the community

Defining Small Town Atmosphere

- A community of neighborhoods
- A sense of belonging
- A place where people know each other
- A clear and distinguishable character and identity
- A low crime rate and feeling of safety
- A pedestrian-oriented community
- Community festivals and celebrations
- A downtown with character
- Historic preservation and public open space
- An ideal population size of 25,000 to 30,000
- Well-maintained, diverse housing stock
- Friendly, customer oriented city services

The Greatest Strengths Of The City Of De Pere

- A self-sufficient community
- High quality of life offering small town atmosphere
- Community pride – Informed and involved citizens
- Family-oriented – Rich history – Low crime
- People who are honest, progressive, and dependable
- Diversity – young families and seniors – affluence
- Location - Access to other surrounding areas
- River Access - Park System – De Pere Youth Activities
- St Norbert College - Good schools and churches
- Stable economy - Industrial growth – Solid business base
- Healthy residential neighborhoods with a wide range of housing opportunities
- High quality public services – police, fire, parks, utilities, transportation, planning
- Community events – Service organizations
- As a group, the planning committee felt that small town atmosphere and quality schools are the greatest strengths.

The Greatest Weaknesses Of The City Of De Pere

- Traffic flow, particularly across the river
- Two school districts
- Community appearance – Billboards – Beautification
- Public apathy – Government interaction with citizenry
- East – West configuration of city – River is a barrier
- Residential deterioration – land use regulation
- Limited land for community expansion
- Heavy traffic – Limited east-west travel corridor
- Lack of sufficient business expansion – discount, entertainment, parking

As a group, the committee felt that traffic problems and a perception of two separate east-west communities as opposed to one unified community are the City's greatest weaknesses.

Opportunities For De Pere In The Years Ahead:

- Promote De Pere as a destination point for tourism
- Promote the river as an attraction
- More senior citizens gives more opportunities for volunteerism and senior social activities
- There is potential for continued revitalization of downtown
- Expansion of business parks could build tax base and employment
- The new community center can meet social and physical fitness needs
- There are opportunities to eliminate blight and deterioration
- There is potential to improve community aesthetics with such measures as tougher sign regulations and landscaping
- Expanded cooperation within and between communities is possible
- New bridges will offer opportunities for stronger east-west linkages
- Development of improved community policing programs and initiatives
- Development of a trail linking De Pere and Green Bay

- Improved public information/citizen participation
- Historic preservation in all older neighborhoods
- Strengthened "Small Town" image
- Community Infrastructure/Fiber Optic Network
- Better programs for youth
- Fairgrounds, park and open space development
- New Library
- New Technologies
- Public preservation of conservancy and open space areas

Threats For De Pere In The Years Ahead

- Financial distress for government or economy
- Public Safety - crime, gangs, drugs
- Maintaining an identity distinct from Green Bay
- Traffic congestion
- Unmanaged growth - anti-growth
- Accessibility on the river
- Inter-community relations
- Negative effects of gambling
- Social conflicts - aged/youth/economic/new/old
- Labor force limitations
- Deterioration and blight
- Competition from adjacent communities
- Lack of citizen participation, apathy
- Higher taxes
- Youth problems
- Downtown Complacency
- Losing Downtown economic viability to regional development

Sustainable Development and Smart Growth

The concepts of smart growth and sustainable development have been a part of planning in De Pere for many years though perhaps not as formally as current planning might encourage. De Pere has planned its future using many of the same objectives and has followed many of the same principles as these "new" approaches to planning espouse. For example, De Pere's 1982 Comprehensive Plan states, "Communities are comprised of people; where and how these people live is a principal determinant of the level of economic, social, and cultural achievement the community will attain." De Pere will continue to address the social, economic, and environmental needs of its citizens through planning. It also subscribes to the principles of sustainable development and smart growth.

Sustainable development

(Excerpt from American Planning Association) "As a concept that is relatively new to the mainstream of environmental, economic, and social thought, sustainability continues to be interpreted in many different ways, depending on one's background, beliefs, and political

circumstances. The term continues to mean very different things from person to person, neighborhood to neighborhood, community to community, and nation to nation.

For some, sustainability can be achieved living in compact communities, using public transit, minimizing energy consumption, and recycling waste. For others, it conjures up images of communal living in small, organic-farm-oriented communities with a strong sense of community and surrounded by wide open spaces. Still others feel that true sustainability cannot be achieved at the local level given the constraints posed by global population growth and associated environmental ills.

The truth seems to be that each of these notions of sustainability (as well as numerous others) has some validity. Given the diversity of lifestyles and preferences that are present in this country and abroad, no single definition suffices to meet the needs and expectations of all. Even if we were to succeed in creating a mutually agreed upon definition, it might be so vague as to be meaningless.

Despite these uncertainties, there is growing consensus that sustainability is a goal worth striving for. Consensus regarding some of the basic elements that make a society sustainable is also beginning to emerge. Most experts agree that a sustainable society must balance social equity, economic prosperity, and environmental integrity, and attempt to reconcile the often-competing interests in these three areas. It must also consider both inter- and intergenerational equity, satisfaction of basic human needs, and protection of the natural systems that sustain us.

It should, however, be recognized that notions of what constitutes sustainability are constantly evolving, both because of the relative newness of the field and because of the ever-changing nature of the world. Just in the past several years, the concept has been broadened from an almost exclusive focus on environmental concerns to include such community-based issues as housing, urban form, and social structures. In reality, sustainability seems to be more a process than a set of concrete ideas, one whose basic precepts evolve as conditions, ideals, and technological capabilities change."

Smart Growth and Development

The principles of smart development consider the efficient use of land resources; full use of urban services; mixing of uses; transportation options; detailed, human-scale design; and means of implementation. This approach to planning is the traditional scope followed by the City of De Pere as it has made planning decisions.

The concept of smart growth as expressed by the American Planning Association stresses attention to the fiscal impacts of development and its impacts on local government service delivery. It monitors capacity of local government and its ability to implement systems that address housing affordability and diversity, traffic congestion, protection of persons and property, and environmental preservation. It also draws attention to the need for increased sensitivity of the community to the operation of the private market. It encourages compact development patterns to conserve resources, seeks to quantify impacts of development and to

offset them, and supports management of growth in developing areas while encouraging reinvestment in older neighborhoods.

Intergovernmental Coordination

De Pere is a part of the Green Bay metropolitan community, which is in the process of conducting a Sustainable Green Bay Initiative. De Pere recognizes the need for it to participate in metropolitan planning decisions. The Green Bay effort seeks to achieve the following visions:

- Transform the economy
- Improve infrastructure
- Improve local planning
- Revitalize downtown Subject to revision
- Increase Cooperation per new brochure
- Help Neighborhoods
- Improve transit system
- Improve water quality, and
- Create a vision

Other cooperative efforts by De Pere include 15 intergovernmental agreements with the Town of Ledgeview. Fire protection agreements with the Towns of Lawrence and Ledgeview, and Villages of Ashwaubenon and Allouez. De Pere also participates in the employee-training consortium with its neighbors.

Key Planning Issues In De Pere

De Pere has identified several key issues for attention in its efforts to achieve a sustainable community. From these concerns a set of vision statements has been developed. These key issues from which De Pere's vision flow include:

- Transportation - traffic, bridges, parking
- Managed Growth - size, redevelopment, annexation
- Social Change - aging, youth, families, public safety
- Improved Public Services - water, public safety, community center, youth recreation, trails, library
- Maintain "small town atmosphere" - historic character
- Preservation of Tax Base - low taxes, economic development
- Cooperation - inter-municipal, public agency, citizen participation
- East Side-West Side Linkages
- Environmental preservation and river corridor enhancement

Visions

A vision is a dream for the future. Visions, or goals, are abstract expressions of values which may be realized through pursuing purposeful strategies (objectives) and ultimately taking specific actions and following policies which address the means by which strategies are to be

achieved. In 1981, De Pere adopted six goals for planning for the year 2000. These were:

- Provide diversified open space and recreation facilities that are accessible to all residents with emphasis on preservation of unique historic and natural features.
- Provide optimum educational opportunities for all children in the community through the most cost-effective means available.
- Maintain and promote industrial development to achieve a balanced industrial base complementary to other areas.
- Provide a quality living environment for all ages and economic groups through orderly future residential development in harmony and balance with other uses in those areas where desirable municipal amenities can be provided economically and through strengthening existing areas.
- Establish downtown De Pere as a focal point of the community by encouraging future commercial development in the central business district and fortifying existing development.
- Correct inefficiencies in the existing transportation system and provide improved movement of through traffic in keeping with a sound metropolitan transportation plan.

The following are the vision recommendations of the Planning Committee for the future of De Pere in the year 2020. These ideas are based upon public comments, surveys, meetings, planning analysis, and discussions with City Council and Plan Commission members.

TRANSPORTATION

Our vision for De Pere in 2020 is a community, which has safe streets and highways, where traffic congestion is minimized, which offers safe pedestrian routes and trails, and which utilizes public transit opportunities effectively. We also envision a community with convenient river crossings.

MANAGED GROWTH

Our vision for De Pere in 2020 is a community where development and the provision of community services and infrastructure are closely coordinated and do not create an unreasonable financial burden for existing residents. To achieve this vision, we recognize the importance of annual monitoring of community needs, impacts of development, and the use of tools such as development impact fees, if needed.

Our vision for De Pere in 2020 is a progressive community which is alive and growing responsibly at a manageable pace, which is open to new development concepts, i.e. cluster subdivisions, and which has defined standards for managing growth and maintaining an effective planning program. Utilization of smaller lot sizes in order to reduce infrastructure costs and preserve open space will enhance the future growth of De Pere.

Our vision for De Pere in 2020 is a community, which believes in the value and integrity of the planning process and the opinions of its residents while also respecting the responsible efforts of landowners to improve their property and the community.

SOCIAL CHANGE

Our vision for De Pere in 2020 is a community that is accessible to and supportive of all its residents. In De Pere all residents will have a choice of affordable housing options and

community services designed to meet their needs.

Leadership

De Pere will have well-qualified elected and appointed leaders in City government who keep residents well informed on all matters pertinent to City operations and land development issues.

Concerned citizens

We also envision a community of diverse and dynamic residents who are active citizens volunteering their time and concerned about all aspects of the quality of life in De Pere.

IMPROVED PUBLIC SERVICES

Open Space and Recreation

Our vision for De Pere in 2020 is a community, which has numerous well-designed parks conveniently located to serve residents of all ages with high quality recreation and leisure experiences on a year-round basis. We also envision new residential developments, which include and preserve open space in order to enhance neighborhood value and appearance, provide areas for storm water management, and are linked with safe pedestrian walkways to other areas of the community.

Management

Our vision for De Pere in 2020 is a community which maintains public health and safety, which seeks opportunities to improve efficiencies in government service delivery, which seeks opportunities to share services with neighboring communities, and which advances our vision of De Pere as a model community.

Public safety

Our vision for De Pere in 2020 is a community which provides effective ordinances and quality police and fire services to insure the safety of all its residents and property owners. We envision public safety services that are proactive and emphasize prevention.

Community facilities and services

Our vision for De Pere in 2020 is a community which has a City Center focused on the current city hall, a centrally located multi-function community center, and attracts facilities and services which conveniently meet the needs of local residents, i.e. schools, churches, neighborhood convenience shopping, medical services, and community shopping opportunities.

MAINTAIN SMALL TOWN ATMOSPHERE

Our vision for De Pere in 2020 is a community, which retains a small town character by preserving downtown and our residential neighborhoods from deterioration and blight, by maintaining pedestrian access to all areas of the city, and by keeping the city a safe and friendly place to live. Our vision recognizes the importance of neighborhood parks and

schools, historic preservation, and government services, which are responsive to the needs of city residents.

Appearance-A “Sense of Place”

Our vision for De Pere in 2020 is a community, which is physically attractive to its residents and visitors having minimal and modest signage, decorative lighting, underground electric utilities, extensive landscaping, architectural character, and a canopy of trees along streets.

Design Standards

Our vision for De Pere in 2020 is a community which has well-considered, reasonable, design standards for development which preserve and enhance the character of the community.

Community Design

Our vision for De Pere in 2020 is a community, which has a clearly defined identity, which incorporates a central focal point, development clusters, model neighborhoods, quality schools, and offers convenient access to shopping, services, government and healthcare.

Community character

Our vision for De Pere in 2020 is a community, which is a good place to raise a family, has a strong spirit and pride, and a positive self-image, and the respect of other communities throughout the State.

PRESERVATION OF TAX BASE

Low taxes

Our vision for De Pere in 2020 is a community, which has an effective municipal management staff and elected officials who strive to minimize property taxes while supporting growth of property values.

Economic development

Our vision for De Pere in 2020 is a community, which supports economic development as a means to strengthen tax base, preserve jobs, and provide convenient local shopping and service opportunities.

COOPERATION

De Pere is aware of the need to work closely with its neighbors to achieve good planning and a quality community. We envision close communication by city government on a regular basis with each neighboring community and with Brown County to seek opportunities for cooperation which will benefit all residents of the area.

EAST SIDE-WEST SIDE LINKAGES

We envision a De Pere in 2020 which has one identity undivided by the river or other issues where residents can easily interact between neighborhoods without concern about whether its location is east or west of the river.

[illegible]

1990	16,594	5,938	2.79	1.1%	194,594
1998**	19,511	7,910	2.47	--	218,149
2000*	20,250	8,070	2.51	2.2%	221,749
2010*	23,500	9,592	2.45	1.6%	239,749
2020*	27,000	11,250	2.40	1.5%	257,753

* Estimates and projections by CDS, 1999

** Estimates and projections by Wisconsin DOA

Scenario B:

Status Quo Scenario (495 people & 227 new dwellings per year avg.)

City of De Pere				Decade's Annual	Brown Co.
Year	Population	Dwellings	Pop/HH	Rate of growth	Population
1960	10,045	2,635	3.81	--	125,082
1970	13,309	3,447	3.86	3.2%	158,244
1980	14,892	4,792	3.11	1.2%	175,280
1990	16,594	5,938	2.79	1.1%	194,594
1998**	19,511	7,910	2.47	--	218,149
2000*	20,250	8,070	2.51	2.2%	221,749
2010*	24,705	10,125	2.44	2.2%	239,749
2020*	30,140	12,611	2.39	2.2%	257,753

* Estimates and projections by CDS, 1999

** Estimates and projections by Wisconsin DOA

Population and housing projections can be translated into land uses that are then distributed on the land use plan map. Existing development is shown on the existing land use map. New development will consist of infill, or utilizing vacant lots within the primarily developed community, and new growth that occurs on the edges of the community. In some cases, redevelopment will introduce dramatic changes in land use such as the substitution of multiple family housing for single family. Assumptions concerning density are used to project additional land use demands. In addition, proportions of non-residential land use types can also be applied to determine the likely mix of land uses based upon past patterns.

During the past 14 years, 2,629 new dwelling units have been constructed in De Pere. Of these, 50% were single family, 22% were in duplexes, and 28% were in apartments.

To make projections of residential land use, we assumed:

- An average of 2.5 persons per dwelling unit
- Single family development occurring at about 2.5 units per acre, duplex development at 5 units per acre, and multiple family occurring at about 12 units per acre. (it should be noted that

larger lot sizes greater than the typical 10,000 square foot standard would significantly change this scenario)

· Distribution of residential housing types remains constant (50% single, 22% duplex, and 28% multi-family)

Given these assumptions, in the reduced growth scenario, De Pere must plan for approximately 3,340 new dwellings on approximately 893 additional acres over the next 20 years, assuming a limited change in density in redevelopment areas in the reduced growth scenario. In the status quo scenario, De Pere must plan for approximately 4,700 new dwellings on approximately 1,257 additional acres over the next 20 years, assuming a limited change in density in redevelopment areas. Land use projections for other uses will be developed in a later section of the report.

Development Strategies

The Implementation phase is the third and final phase of the City of De Pere Comprehensive Plan report. This section of the plan outlines a course of action for City officials to follow and implement over the next 20 years of the plan from 2000 - 2020. Planning strategies or objectives are more precise than visions or goals. Strategies are recommendations or directions to follow in order to bring the plan into being and achieve the vision.

After strategies are identified, and the needs of the community defined, action plans can be created and funds sought to solve the problems. The Action Plan identifies specific steps that can be taken by the City to implement the vision, strategies, and land use plan map. Implementation tools available to the City include zoning, subdivision regulations, official mapping, capital improvements programs, inter-municipal agreements and boundary agreements.

RESIDENTIAL DEVELOPMENT

Vision: The City will promote a quality living environment for all age and economic groups through orderly future residential development in harmony and balance with other uses. In addition, the City will take into consideration the cost-benefits of building infrastructure in new areas balanced by rebuilding infrastructure in existing areas.

Strategies and Actions:

1. Expansion of sanitary sewer and water services should generally be allowed only when cost effective.
2. New minimum standards for residential development should be adopted which require green space and trails, establish tougher drainage regulations, and create streets which are safe for children.
3. Establish a program of monitoring the condition of the present City Utility pipes and replace them as City Streets are rebuilt.
4. Revise the City's Subdivision and Zoning Ordinance to accommodate cluster or conservation type subdivisions and Planned Developments, and encourage developers to

utilize this method in areas of the community that contain sensitive environmental conditions.

TRANSPORTATION

Vision: Our vision for De Pere in 2020 is a community, which has safe streets and highways, where traffic congestion is minimized, which offers safe pedestrian routes and trails, and which utilizes public transit opportunities effectively. We also envision a community with convenient river crossings.

Strategies and Actions:

1. Replace Claude Allouez bridge – one-way pair (BC). Brown County is strongly urged to conduct new traffic counts to show the impact of recent retail, office, commercial and industrial development happening in the downtown and industrial and business parks in the City.
2. Construct new south bridge at Red Maple/Rockland Roads and develop a southern transportation corridor
3. Street standards suggested are: (BC)
 - Major arterials at half-mile intervals in urban areas
 - Minor arterials at one-quarter mile intervals
 - Collectors at one-eighth mile intervals
4. Parking standards suggested are: (BC)
 - Should support intermodal opportunities (transit routes, bike trails, etc)
 - In CBD, 90% of parking needed should be within 600 feet of destinations
5. Improve pedestrian safety along the Chicago Street corridor.
6. Revise the City's official map by designating key traffic collectors and arterials and locations for future pedestrian walkways and parks
7. Establish a bikeway-trails system utilizing greenways, parks, river corridor, and sidewalks to link neighborhoods and the city to its neighbors. Establish bike routes along safe streets suited to that purpose. Require property owners and developers to accommodate the plan in any development activity.
8. Encourage shared use of parking facilities where appropriate.
9. Upgrade deficient major traffic routes to minimize congestion by widening critical thoroughfares.
10. Coordinate with Brown County Transit the development of a new bus route to provide service to the De Pere Business Parks.

MANAGED GROWTH

Development Impact Monitoring

Vision: Our vision for De Pere in 2020 is a community where development and the provision of community services and infrastructure are closely coordinated and do not create an unreasonable financial burden for existing residents. To achieve this vision we recognize the importance of annual monitoring of community needs and the impacts of development and the use of tools such as development impact fees, if needed.

Strategies and Actions:

1. Determine basic minimum service levels desired throughout the City and develop a system for monitoring performance on a regular basis.
2. The annual budget process of the City should consider service levels when making budget decisions that impact those levels.
3. Attention to the policy implications of budget decisions should be increased through detailed reporting emphasizing productivity, efficiency, and performance standards.
4. Growth should be relatively compact and should expand outward from the city center or edges to achieve efficient use of public facilities. Land Use controls should be designed to encourage compact contiguous growth.
5. Quality development should be encouraged in De Pere.
6. Policies for future residential, commercial, and industrial development should be prepared.

Progressive Community

Vision: Our vision for De Pere in 2020 is a progressive community which is alive and growing responsibly at a manageable pace, which is open to new development concepts, and which has defined standards for managing growth and maintaining an effective planning program.

Strategies and Actions:

1. Use of conservation subdivision design principles should be required for new developments whenever appropriate. Stronger subdivision regulations should be prepared.
2. Redevelopment or rehabilitation of older neighborhoods should be encouraged in order to maintain property values and stabilize these areas of the community.
3. Residential growth should be permitted only to the extent of the community's ability to supply a full range of municipal services and utilities. (1981DCP)
4. Higher density residential development should be allocated near the central area, along principal transit routes, and major thoroughfares. (1981DCP)

Embracing the Comprehensive Plan

Vision: Our vision for De Pere in 2020 is a community which believes in the value and integrity of the planning process and the opinions of its residents, while also respecting the responsible efforts of landowners to improve their property and the community.

Strategies and Actions:

1. The comprehensive plan should be widely distributed and utilized regularly by the City in making development and capital investment decisions.
2. Planning information should be placed on the municipal web site.

SOCIAL CHANGE

Vision: Our vision for De Pere in 2020 is a community that is accessible to and supportive of

all its residents. In De Pere all residents will have a choice of affordable housing options and additional community services designed to meet their needs.

Strategies and Actions:

1. The construction of additional housing to serve the elderly should be encouraged near the areas where services required by this age group can be made readily available. (1981DCP)

Leadership

Vision: De Pere will have well-qualified elected and appointed leaders in City government who keep residents well informed on all matters pertinent to City operations and land development issues.

Strategies and Actions:

1. Establish a citizen information and training program for persons of all ages interested in city affairs possibly including an Internet component utilizing the Chamber and service club leadership.
2. Develop improved capabilities through government cable access programming.

Concerned citizens

Vision: We also envision a community of diverse and dynamic residents who are active citizens volunteering their time and concerned about all aspects of the quality of life in De Pere.

Strategies and Actions:

1. Encourage a local service club to establish a volunteer coordinator program to provide a clearinghouse function, identify volunteer needs and opportunities, and to encourage residents to become involved in the affairs of the community.

IMPROVED PUBLIC SERVICES

Open Space and Recreation

Vision: Our vision for De Pere in 2020 is a community, which has numerous well-designed parks conveniently located to serve residents of all ages with high quality recreation and leisure experiences on a year-round basis. We also envision new residential developments, which include and preserve open space in order to enhance neighborhood value and appearance, provide areas for storm water management, and are linked with safe pedestrian walkways to other areas of the community.

Strategies and Actions:

1. Identify key properties or corridors for utilization as parks and greenways.

2. Require greenways within major roadway corridors when any improvements are contemplated within or adjacent to the right-of-way.
3. Construct safe and convenient pedestrian access on trails or walkways to parks within one-quarter mile of the majority of residences.
4. Pursue as a high priority, the acquisition and development of multi-purpose pedestrian trails that will link existing and future residential neighborhoods with parks, schools, churches, downtown, etc. This would include what is being called the Fox River parkway near the east riverbank, from the south City limits to Voyager Park and then on to the north City limits
5. As identified in the Riverfront Corridor Development Opportunities section of the Plan, the City should work with Nicolet Paper and U.S. Paper to acquire a passive park on the west bank of the river, between the two paper companies. On the east shore, the City should strive to expand Voyageur Park to the north, and the lock tenders home and locks area south of Voyageur Park should be part of the Heritage Park system proposed by the State.
6. Once the abandoned rail line is acquired next to Wells Park, the City should acquire the river frontage and add benches, plantings and boat mooring areas for maximum use by the public.
7. Park standards suggested are: (BC)
 - Major facility of 75 acres within 5 mile service area
 - Local parks minimum of 5 acres within 1 mile of all residents
 - Develop new parks when 25% of land in service area of park has been developed (DPORP)
8. Support inter-municipal trails system; promote linear parks (DPORP)
9. Expand access to the river-boating, fishing, etc; keep De Pere lock open (DPORP)
10. Identify and preserve open space as a primary objective of the comprehensive plan (DPORP)
11. Plan for future parks in annexation areas (DPORP)
12. Develop and maintain an urban forestry program (DPORP)
13. Expand recreational opportunities for seniors and teens (DPORP)
14. Require new subdivisions and multiple family residential projects to preserve all natural areas on the site as open space or drainage areas offering incentives, if needed.
15. Require new residential developments to provide on site pedestrian walkways and public cross easements to insure the greenway system integrity is maintained between neighborhoods.
16. Future use and development at the County Fairgrounds should receive attention by the City.
17. The City should work cooperatively with the school districts to promote joint-use opportunities.

Management

Vision: Our vision for De Pere in 2020 is a community which maintains public health and safety, which seeks opportunities to improve efficiencies in government service delivery, which seeks opportunities to share services with neighboring communities, and which advances our vision of De Pere as a model community.

Strategies and Actions:

1. Establish a De Pere Quality of Life monitoring program (like Jacksonville, Florida) coordinated by participants from key public and non-profit agencies and organizations within the community.
2. Benchmarking of city services through surveys and collecting comparative data, should be pursued.

Capital Improvement

Vision: De Pere will strive to provide facilities needed by its constituents in an efficient, timely, and cost effective manner.

Strategies and Actions:

1. Continue to utilize a Capital Improvements Plan to prioritize and plan for community investments over a 5-year period.
2. De Pere needs to continue planning with other communities in the area to secure a long term water source (Lake Michigan pipeline) for the City Water system.
3. Conduct a study of the future Wastewater Treatment Plant capacity issue caused by potential “wet” industries (coming into Business/Industrial Parks) and other municipalities using the system.
4. Minimize the use of lift stations by extending sewer and water primarily to land capable of being served by gravity flow sanitary sewer.
5. Identify and restrict development of areas that would need storm water retention.
6. Recognize that community growth significantly impacts the need for schools, and prepare a plan for addressing those needs in cooperation with the De Pere School Districts.

Public Safety

Vision: Our vision for De Pere in 2020 is a community which provides effective ordinances and quality police and fire services to insure the safety of all its residents and property owners. We envision public safety services that are proactive and emphasize prevention.

Strategies and Actions:

1. Police and fire services should be provided in a manner that most effectively serves all residents utilizing neighborhood policing, new facilities accessible to neighborhoods, and prevention and awareness programs, such as neighborhood watch and police-school liaison officers.

Community facilities and services

Vision: Our vision for De Pere in 2020 is a community which has a centrally located multi-function community center, and attracts facilities and services which conveniently meet the needs of local residents, i.e. schools, churches, neighborhood convenience shopping, medical services, and community shopping opportunities.

Strategies and Actions:

1. Standards for commercial development should be defined for downtown, highway oriented and neighborhood locations.
2. The fiscal issues associated with developing new schools outside the City limits should be evaluated and close communication with the school districts maintained.
3. The City of De Pere should continue to cooperate with officials of St. Norbert's College to strengthen the college as an element of community life. (1981DCP)
4. The City should continue to financially support an effective Main Street improvement program and participate in the convention and tourism bureau activities.
5. Neighborhood planning should be carried out as a follow-up to the comprehensive plan to identify neighborhood concerns and needs.
6. Continue to work with the school district on school site selection and planning.
7. Each City department should determine and quantify the current level of service being provided for public services being delivered in De Pere. Measures such as per capita, or per household should be employed
8. Users of city services should be surveyed periodically to determine their level of satisfaction with services being delivered by a private party, such as St. Norbert Survey Center, on behalf of the City.
9. Each City department should monitor service levels being provided on at least an annual basis.
10. Continue to provide public information over the internet and newsletters.

MAINTAIN SMALL TOWN ATMOSPHERE

Vision: Our vision for De Pere in 2020 is a community, which retains a small town character by preserving downtown and our residential neighborhoods from deterioration and blight, by maintaining pedestrian access to all areas of the city, and by keeping the city a safe and friendly place to live. Our vision recognizes the importance of neighborhood parks and schools, historic preservation, and government services, which are responsive to the needs of city residents.

Appearance - A "Sense of Place"

Vision: Our vision for De Pere in 2020 is a community, which is physically attractive to its residents and visitors having minimal and modest signage, decorative lighting, underground electric utilities, extensive landscaping, architectural character, and a canopy of trees along streets.

Strategies and Actions:

1. Adopt stronger regulations controlling commercial signs and outdoor advertising.
2. Adopt stronger regulations requiring landscaping of multi-family, institutional, and non-residential developments.
3. Continue to support a tree-planting program to increase tree cover along streets and in open spaces.

4. Promote De Pere as a safe and progressive, model community that is a good place to raise a family.

DESIGN STANDARDS

Vision: Our vision for De Pere in 2020 is a community which has well-considered, reasonable, design standards for development which preserve and enhance the character of the community.

Community Design

Vision: Our vision for De Pere in 2020 is a community, which has a clearly defined identity, which incorporates a central focal point, development clusters, model neighborhoods, quality schools, and offers convenient access to shopping, services, government and healthcare.

Community character

Vision: Our vision for De Pere in 2020 is a community, which is a good place to raise a family, has a strong spirit and pride, and a positive self-image, and the respect of other communities throughout the Valley.

PRESERVATION OF TAX BASE

Low Taxes

Vision: Our vision for De Pere in 2020 is a community which has an effective municipal management staff and elected officials who strive to minimize property taxes while supporting growth of property values.

Economic Development

Vision: Our vision for De Pere in 2020 is a community which supports economic development as a means to strengthen tax base, preserve jobs, and provide convenient local shopping and service opportunities.

Strategies and Actions:

1. Continue efforts to redevelop and strengthen the downtown areas and to insure their accessibility.
2. Discourage the development of shopping centers adjacent to its municipal boundaries. (1981DCP)
3. Discourage the formation of “strip commercial” along major thoroughfares. (1981DCP)
4. Future commercial development and rehabilitation of existing commercial buildings shall be encouraged to utilize the historic turn of the century theme. (1981DCP)
5. De Pere should maintain a program of municipal and civic cooperation to attract and maintain industry. (1981DCP)
6. Expand municipal industrial and business parks and support new business development.

Business Expansion

Vision: Recognizing that business development builds a strong tax base and provides convenient access to employment and services to city residents, continued business expansion will be encouraged.

Strategies and Actions:

1. Support continued expansion of the De Pere Business Park and East Industrial Park.
2. Limit neighborhood convenience commercial developments to a few conveniently located clusters and discourage linear development along major roads.
3. Continue to support Downtown redevelopment projects and the Main Street Program.
4. Establish a Business Retention Program, making contact with every business every three years.

COOPERATION & INTERGOVERNMENTAL RELATIONSHIPS

Vision: : De Pere is aware of the need to work closely with its neighbors to achieve good planning and a quality community. We envision close communication by city government on a regular basis with each neighboring community and with Brown County to seek opportunities for cooperation which will benefit all residents of the area.

Therefore, the City should strive to develop relationships with surrounding Cities, Villages, and Towns to secure a corridor of growth and a sharing of assets and facilities for the common good of all in the area.

Strategies and Actions:

1. Build a cooperative relationship with all surrounding communities
2. Seek cooperative service agreements with neighboring communities or jurisdictions to reduce the need for duplicating services
3. The use of municipal boundary agreements with adjacent towns should be considered.
4. Work with abutting unincorporated communities to official map future arterial and collector streets within the 3-mile extraterritorial plat review area
5. Establish extraterritorial plat review areas with competing incorporated communities
6. Continue to be active in State politics to protect De Pere from potential laws that would limit or prohibit the expansion of the City's borders.
7. Appropriate actions should be taken to discourage growth outside the municipal boundaries that is not well-planned or incompatible with City plans.
8. Conduct a joint study with the Town of Lawrence on the feasibility of consolidation.

EAST SIDE-WEST SIDE LINKAGES

Vision: We envision a De Pere in 2020 which has one identity undivided by the river where residents can easily interact between neighborhoods without concern about whether its location is east or west of the river.

Strategies and Actions:

1. A citizens task force should be established to study the key issues associated with the east side-west side issue which divide the community (schools, bridges, etc.) and make recommendations for action to reduce these conflicts.
2. Unification of the school districts should be considered before further growth makes this possibility more difficult.

ENVIRONMENTAL PRESERVATION AND RIVER CORRIDOR ENHANCEMENT

Vision: We envision a De Pere in 2020 that has preserved and improved environmentally sensitive areas and the river corridor for the use and enjoyment of all its citizens.

Strategies and Actions:

1. Prepare plans for environmentally sensitive areas identified during the comprehensive planning process.
2. Identify future uses for the County Fairgrounds property.